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Friday,
12th August, 1955

PARLIAMENTARY DEBATES

HOUSE OF THE PEOPLE

OFFICIAL REPORT

PARLIAMENT SECRETARIAT
NEW DELHI

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LOK SABHA

Friday, 12th August, 1955

The Lok Sabha met at Eleven of the Clock

[MR. SPEAKER *in the Chair*]

ORAL ANSWERS TO QUESTIONS

कृषि फार्म

*६६१. **श्री एम० एल० द्विवेदी** : क्या **खाद्य और कृषि** मंत्री यह बताने की कृपा करेंगे कि :

(क) भूमिहीन किसानों को बसाने के लिये छोटे तथा बड़े कृषि फार्म बनाने की योजना में परिवर्तन करने के क्या कारण हैं ;

(ख) क्या सरकार का विचार नयी योजना की एक प्रति सभा पटल पर रखने का है; और

(ग) इस प्रकार के फार्म बनाने के लिये विभिन्न राज्य सरकारों से किस प्रकार के उत्तर मिले हैं ?

कृषि मंत्री (डा० पी० एस० देशमुख) : (क) उन फार्मों में यान्त्रिक खेती ठीक नहीं पाई गई है, जिन पर बड़ी संख्या में किसानों को हमेशा के लिये छोटे प्लाटों के मौरूसी मालिक बना कर बसाया जाये ।

(ख) इस सम्बन्ध में भारत सरकार ने एक परिचारक पत्र राज्य सरकारों को भेज दिया है जहां वित्तीय सहायता का क्रम सूचित किया गया है । साथ में उत्तर-प्रदेश ने इस प्रयोजन के लिये जो योजना

अपनायी है, वह भी भेज दी गई है । अलग अलग योजनायें बनायें का काम, स्थानीय हालतों को दृष्टि में रखते हुये, राज्य सरकारों पर छोड़ दिया गया है । राज्य सरकारों को भेजे हुय परिचारक पत्र की प्रतिलिपि सभा की टेबिल पर रखी गई है । **[देखिये परिशिष्ट ५, अनुबन्ध संख्या १]**

(ग) अब तक अजमेर, अंडमान- निकोबार आयलंड्स और पांडीचरी राज्यों से उत्तर मिल चुके हैं । उन में से किसी ने भी इस प्रकार की बस्तियां (कालोनाईज़ेशन) की योजनाओं को वहां पर कार्यान्वित करने का क्षेत्र नहीं बताया है ।

श्री एम० एल० द्विवेदी : मैं यह जानना चाहता हूं कि भोपाल में जो एक बड़ा फार्म बनाया गया था, उसमें क्या सरकार को हानि हुई है जिस कारण से इसको उचित नहीं समझा गया था ?

डा० पी० एस० देशमुख : नहीं, हानि का तो अभी कोई सवाल नहीं खड़ा हुआ है, क्योंकि अभी काफ़ी सालों के लिये यह स्कीम है और दो, चार साल के बाद ही कह सकेंगे कि इसमें नुक़सान होगा या नहीं जिस स्कीम के मुताबिक़ हम रिहैबिलिटेशन करने जा रहे थे, वह कुछ ठीक नहीं मालूम हुई, इस वजह से उसमें फ़र्क किया ।

श्री एम० एल० द्विवेदी : मैं जानना चाहता हूं कि १२० रुपये प्रति एकड़ भूमि ट्रैक्टर से तोड़न का जो खर्चा पड़ेगा, उसमें से ५० रुपये तो भूमि की क़ीमत में से वसूल किया जायेगा, शेष रक़म किसानों से किस तरह वसूल की जायेगी ?

डा० पी० एस० देशमुख : ५० रुपये के अलावा और कोई रकम उनसे वसूल नहीं की जायेगी ।

श्री एम० एल० द्विवदी : तो यह जो सरकार खर्च करेगी यह किस तरीक़ से पूरा होगा ?

डा० पी० एस० देशमुख : यह तो जनता की इच्छा है कि इस तरह के बसाने की कोशिश हो और उसी के मुताबिक हम काम कर रहे हैं।

Dr. Rama Rao: May I know whether the assistance offered to the peasants for bringing into cultivation waste lands in large tracts will be available for lands of five acres and ten acres also?

Dr. P.S. Deshumukh: At the present time this is confined to this particular scheme. I do not know whether my hon. friend wants a reply with regard to any scheme anywhere.

The Minister of Food and Agriculture (Shri A. P. Jain): I may add that we have addressed letters to the State Governments to give details of the lands, and we will be prepared to extend the scheme to reasonably big areas.

श्री आर० एन० सिंह : क्या मैं जान सकता हूं कि यह जो फार्म्स बनाने के लिये योजना बनाई जा रही है, कि उसमें केवल सरकारी कर्मचारी ही होंगे या कृषि विद्या के विशेषज्ञ भी उस योजना के बनाने में शामिल किये जायेंगे ?

डा० पी० एस० देशमुख : यह तो उनको सम्भवत: दिशा बतलाने के लिये होंगे, मगर यह कुछ और काम के लिये नहीं होंगे।

Ayurveda Advisory Committee

***662. Shri D. C. Sharma:** Will the Minister of **Health** be pleased to state when the Advisory Committee on Ayurveda was formed and how long it will continue to function?

The Deputy Minister of Health (Shrimati Chandrasekhar): The Committee was formed in September, 1954 and will continue to function as long as there are schemes for research in Ayurveda to be considered by the Government of India.

Shri D. C. Sharma: May I know the names of the members of this Committee?

Shrimati Chandrasekhar: There are about seven members with the Director-General, Health Services as the Chairman and representatives of the Ministry of Finance and the Planning Commission, the Secretary of the Indian Council of Medical Research, and three other Members, namely Capt. G. Srinivasamurthi, Chairman Scientific Advisory Council, Central Institute of Research in Indigenous Systems of Medicine, Jamnagar, Pandit Ram Prasad Sharma, former Director of Ayurveda, PEPSU, Patiala, and Ayurvedacharya B.V. Gokhale, Principal, Tarachand Ayurvedic College, Poona.

Shri D. C. Sharma: May I know what research projects have been approved by this Committee so far and where they stand with regard to their completion or achievement?

Shrimati Chandrasekhar: The schemes submitted by Bombay, Gauhati and Jogindernagar have been approved by the Advisory Committee, and the institutions concerned have been sanctioned grants of Rs. 66,300, Rs. 24,770 and Rs. 34,240 respectively in the three cases.

Shri D. C. Sharma: May I know if it is not a fact that ayurvedic practitioners have not been given on this Committee as much of representation as they should have been ?

Shrimati Chandrasekhar: I read out the list, and the names will show that there are three persons who are directly connected with ayurveda.

Mr. Speaker: It is not a matter for opinion; it is obvious from the personnel of the Committee.

चावल का निर्यात

६६३. **श्री के० पी० सिन्हा:** क्या **खाद्य और कृषि** मंत्री यह बताने की कृपा करेंगे कि :

(क) १९५५ में अब तक कितने चावल का निर्यात किया गया है ;

(ख) किन देशों को निर्यात किया गया है ;

(ग) किन किन देशों में इसकी बिक्री के लिये प्रयत्न किया गया है; और

(घ) क्या इस प्रयोजनार्थ कोई व्यापारिक प्रतिनिधि मंडल विदेश भेजा गया है ?

खाद्य और कृषि उपमंत्री (श्री एम० वी० कृष्णप्पा) : (क) तथा (ख). सभा की टेबिल पर एक विवरण रखा गया है

जिस में ३० जून, १९५५ तक चावल के के देशवार किये हुये निर्यात की मा ा तथा कीमत दिखलाई गयी है । [देखिये परिशिष्ट ५, अनुबन्ध संख्या २]।

(ग) फ्रांस
जर्मनी
स्वीडन
यूनाइटेड किंगडम
डेनमार्क
मौदी अरेब्या
जापान
कैनाडा
एडिन्
कंबोडिया
तिब्बत
सीलोन
इन्डोनेशिया
हांग्कांग्
फिलिपीन्ज़
ब्रिटिश वेस्ट् इंडीज्, तथा
मारीशस्

(घ) जी नहीं । व्यापारिक प्रतिनिधि मंडल भेजने के प्रश्न पर विचार हो रहा है ।

Shri K. P. Sinha: May I know if it is a fact that production of rice has gone down this year as compared to last year and, if so, whether there will be a change in the food policy of Government?

Shri M. V. Krishnappa: About eleven months ago we declared a quota of 2 lakh tons, and up till now the country has been able to export 60,000 tons; the position will be reviewed next month when the date will expire.

Shri Heda: From today's press reports it appears that a Minister from Burma has arrived to sell their rice to us. In view of the fact that we are exporting our rice to other countries, may I know how far there is any grain of truth in these reports?

The Minister of Food and Agriculture (Shri A. P. Jain): Of course it is open to any country or to any Minister to make a request for the purchase of rice; but that does not necessarily mean that we are going to buy.

Shri C. R. Chowdary: May I know what is the quantity of the surplus rice available and what is the percentage that has been exported in 1954-55?

Shri M. V. Krishnappa: We declared a quota of two to three lakh tons. We thought at that time that was the quantity available for export.

Shri Sarangadhar Das: May I know if in consideration of the floods in several States and drought conditions in other States, the surplus rice is to be kept for next year's consumption?

Shri M. V. Krishnappa: Every care is taken not to send even a single grain that is wanted by the country. But, as I have already stated, we will review the situation when the date expires next month.

Rail Coaches

***664. Shri Raghunath Singh:** Will the Minister of **Railways** be pleased to state:

(a) whether it is a fact that the Government of India have agreed to supply broad gauge railway passenger coaches to Pakistan;

(b) if so, how many coaches will be supplied to the Government of Pakistan; and

(c) what is the price charged for each coach?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Yes. Unfurnished Shells only.

(b) 28 (Twenty eight) Coach body-shells.

(c) Rs. 46,521/- per coach body-shell.

Shri Raghunath Singh: Are we also importing coaches?

Shri Alagesan: Yes, we are importing some coaches.

Shri Raghunath Singh: If we are importing, may I know why we are exporting? What are the reasons?

Shri Alagesan: The question may appear to be very feasible. But at the time of partition we agreed to allot 76 broad gauge coaches to Pakistan. They did not avail of that allotment. But later on they raised the question, and they wanted at least fifty coach body-shells. And we have agreed to give them on payment.

Shri C. R. Chowdary: May I know the difference between the import cost and the export cost for each body-shell?

Shri Alagesan: We have supplied them Belgian under-frames and we have collected the actual cost from Pakistan.

Vegetable Plant

*665. **Shri Dabhi:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether it is a fact that the Agricultural Department, Madras has discovered a vegitable plant which contains a high percentage of vitamins A, B and C and whose leaf can be eaten either raw or steamed ; and

(b) if so, whether Government have taken any steps for the intensive cultivation of this plant and for its distribution all over the country?

The Minister of Agriculture (Dr. P. S. Deshmukh) : (a) The Madras Government have introduced a new vegetable plant from Borneo called "Chakur Manis" Vitamin content of this plant has not yet been assessed.

(b) The State Government have introduced the plant in the Agricultural College Farm, Coimbatore and in the Agricultural Research Stations, Pattambi and Mangalore, for trials. Any further action will depend upon the results obtained.

Shri Dabhi: May I know the name of this plant?

Dr. P. S. Deshmukh: It is called "Chakur Manis".

Shri Kamath: Is the Minister in a position to assure the House that this newfangled or newly discovered plant will not go the way of the milk tree over which one of his predecessors, Shri Munshi, used to wax so lyrical?

Dr. P. S. Deshmukh: One failure does not mean that we will fail every time.

[दिल्ली मार्ग परिवहन प्राधिकार

*६६६. **श्री नवल प्रभाकर** : क्या **परिवहन** मंत्री यह बताने की कृपा करेंगे कि बसें खरीदने के लिये दिल्ली सड़क परिवहन प्राधिकार को स्वीकृत ऋण की क्या शर्तें हैं ?

रेलवे तथा परिवहन मंत्री के सभासचिव (श्री शाहनवाज खां) : जिन शर्तों पर दिल्ली ट्रान्सपोर्ट अथारिटी को कर्जा दिया गया है उस की तफसील सभा की मेज पर रख दी गई है । [देखिये परिशिष्ट ५, अनुबन्ध संख्या ३] :

श्री नवल प्रभाकर : क्या मैं जान सकता हूं कि जैसा कि विवरण में दिया गया है कि सन् १९५०–५१ में ३½% प्रतिशत के हिसाब से कर्जा दिया गया और फिर १९५३–५४ और १९५४–५५ में ४½% प्रति शत कर दिया गया, तो इस का कारण क्या है ?

श्री शाहनवाज खां : यह वह शर्तें हैं जो पहले तय हुई थीं, उन्हीं शर्तों पर रूपया दिया गया था ।

श्री नवल प्रभाकर : क्या मैं जान सकता हूं कि दिल्ली ट्रान्सपोर्ट अथारिटी को कितना रुपया कर्ज दिया गया है ?

श्री शाहनवाज खां : अभी तक १५५ लाख रुपया दिया जा चुका है ।

श्री बी० एन० मिश्र : जैसा अभी आप ने बताया कि सदन के पटल पर जो सूचना रखी गई है उस में है कि ब्याज की दर १९५१ में ३½% थी और उसको बढ़ा कर बाद में ४½% कर दिया गया, तो सावल यह था कि ब्याज जो बढ़ाया गया है वह किन शर्तों पर बढ़ाया गया और उसका कारण क्या है । लेकिन कारण आप ने नहीं बताया । मैं जानना चाहता हूं कि कारण क्या था ।

रेलवे तथा परिवहन मंत्री (श्री एल० बी० शास्त्री) : यह जो सूद की दर है उसे कुछ थोड़ा बहुत फाइनेन्स मिनिस्ट्री बदलती रहती है और हम वही रेट आफ इंटरेस्ट उन से चार्ज करते हैं जो कि फाइनेन्स मिनिस्ट्री तय करती है ।

Shri V. P. Nayar: May I know whether the Government have revised the terms and conditions under which loans are given to the Delhi Transport Authority in view of the fact that several observations were made by the Public Accounts Committee in its report published in 1953, specially regarding a chain of financial irregularities in the Delhi Transport Authority and for which the hon. Parliamentary Secretary wanted notice to answer on the 3rd August

Shri L. B. Shastri: The hon. Member is referring to the old accounts of the Transport Authority, perhaps of the years 1950-51 and 1951-52. Since then the position has completely changed. The Delhi Transport Service was then running at a loss of about Rs. 5 to 6 lacs per annum. Now it is running on a profit of about Rs. 3,00,000 or Rs. 4,00,000 a year.

Shri V. P. Nayar: My question was....

Mr. Speaker: Order, order. He will supply the information. There is nothing in flogging a dead horse.

Railway Earnings

*667. **Shri S. C. Samanta:** Will the Minister of **Railways** be pleased to lay a statement on the Table of the House showing the total vloume of traffic and earnings therefrom on the following station on the Eastern Railway since 1947 :—

(1) Panchkura,
(2) Machada,
(3) Kolaghat,
(4) Uluberia,
(5) Bauria and
(6) Andul?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): A statement is placed on the Table of the House. [*See* Appendix V, annexure No. 4]

Shri S. C. Samanta: From the statement I find that the three stations, Bauria, Uluberia and Andul have been electrified which have the smallest earnings of the lot. May I know whether amenities are given according to the earnings of the stations?

Shri Shahnawaz Khan: First, I would like to submit that the observations of the hon. Member are not quite correct regarding the earnings of the stations. The earnings from Machada Station during the year 1954-55 are Rs. 4,37,524 whereas the earnings from Andul are Rs. 9,50,000. Therefore, it is wrong to say that these three stations have the least amounts of earnings. Secondly, the electrification and other amenities are provided at the instance of or in consultation with the Zonal Consultative Committees, and also the hon. Member is interested in the electrification of those stations. We electrify stations where electricity is easily available and at the cheapest rates, and it is not necessary that we should go by the earnings.

Shri S. C. Samanta: Leaving aside Machada, may I draw the attention of the hon. Member to Panchkura? Is it not a fact that for the last two years, the public and myself were agitating for the good lighting of Panchkura Station? Recently it has been well done, but while the electrification has been done in other places with incomes of Rs. 3,00,000 and Rs. 5,00,000, why has it not been done at Panchkura with an income of about Rs. 12½ lakhs and at Kolaghat with an income of Rs. 11·34 lakhs?

Shri Shahnawaz Khan: These three stations which have been electrified—Andul, Bauria and Uluberia—are nearest to Howrah and we are gradually moving further away.

Port Marine Inquiry Committee

*669. **Dr. Ram Subhag Singh:** Will the Minister of **Transport** be pleased to state:

(a) whether the Port Marine Inquiry Committee appointed by Government has submitted its report;

(b) if so, whether Government have considered it; and

(c) whether the report will be implemented in full?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Yes.

(b) and (c). Decisions have been taken in the case of most of the recommendations relating to the services under the Bombay port Trust. The recommendations relating to similar services under the Calcutta Port Commissioners are under consideration.

Dr. Ram Subhag Singh: The hon. Minister says that action has been taken in regard to the service conditions of the Port Trust staff. May I know what benefit the pilot officers and other Port staff are going to get after this recommendation has been given effect to?

Shri Alagesan: These recommendations relate only to certain cadres, namely, pilots and harbour masters. I shall only quote one instance and the hon. Member can refer to the report itself. The previous pay of the harbour master was Rs. 1,700 and conveyance allowance was given according to the actual mileage. That was the previous state of affairs. Now the pay has been increased to Rs. 1,900, that is, an increase of Rs. 200. Then, various allowances have been sanctioned conveyance allowance Rs. 175; uniform allowance Rs. 25. There are other categories also.

Sugarcane

*672. **Shri V. P. Nayar:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether the resistant strains of sugarcane, evolved by research, have been put to extensive cultivation in India;

(b) if so, the estimated acreage to be brought under such cultivation annually; and

(c) the increase in yield on account of such cultivation?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) and (b). Yes. All the improved varieties which now cover about 90 per cent of the area under sugarcane are fairly resistant to diseases and/or frost, floods, draught, etc.

(c) 40 to 50 per cent.

Shri V. P. Nayar: May I know whether large scale cultivation of these resistant strains involves any different technique other than those practised by traditional methods?

Dr. P. S. Deshmukh : There are certain differences from area to area regarding the cultural practices observed by the people. I do not know what paritcular aspect the hon. Member means.

Shri V. P. Nayar : May I know whether these resistant strains have been evolved with any emphasis on regional conditions in the matter of sugarcane cultivation?

Dr. P. S. Deshmukh: Yes, Sir. The main supply comes from the Coimbatore station but there are varieties evolved in other stations also.

Shri N. B. Chowdhury: May I know whether the State Governments have taken to giving wide publicity to these new varieties and also given facilities for the distribution of cuttings of this new variety in the country side?

Dr. P. S. Deshmukh: I do not quite follow the variety referred to by my friend but we do our best to keep the cultivators supplied with the latest varieties in the fittest possible condition.

Shri V. P. Nayar: May I know whether the cultivators who cultivate their lands with the resistant varieties of sugarcane can evolve those varieties again by the process of cultivation or do they have to go the some other parts for getting them?

Dr. P. S. Deshmukh: There are not many cultivators who evolve their own seedling but there are cultivators who grow the seedlings in such a way that they keep upthe best qualities of the improved stock supplied to them.

पीलीभीत बस्ती योजना

*६७३: **श्री भक्त दर्शन :** क्या **खाद्य और कृषि मंत्री** ४ अप्रल, १९५५ को दिये गये तारांकित प्रश्न संख्या १८५७ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि :

(क) क्या उत्तर प्रदेश के लखीमपुर खेरी तथा पीलीभीत जिलों में शिक्षित बेकार व्यक्तियों की बस्तियां बसाने के लिये दी जाने वाली आर्थिक सहायता की राशि के सम्बन्ध में तब से कोई अन्तिम निणय हो गया है ?

(ख) यदि हां, तो १९५४–५५ और १९५५–५६ में विभिन्न मदों के लिये कितनी राशि स्वीकृत की गई है; और

(ग) योजना को कार्यान्वित करने में कितनी प्रगति हुई है ?

कृषि मंत्री (डा० पी० एस० देशमुख) : (क) जी हां । लेकिन भारत सरकार से स्वीकृत योजना में तो केवल खेती का काम करने वाले बेजमीन व्यक्तियों को बसाने का विचार किया गया है ।

(ख) इस योजना के सम्बन्ध में एक विवरण सभा की टेबल पर रखा गया है जिस में विविध मदों पर अनुमत्त वित्तीय साहयता का ब्यौरा दिया गया है । **[देखिये परिशिष्ट ५, अनुबन्ध संख्या ५]** १९५४–५५ और १९५५–५६ में इस योजना को कार्यान्वित करने के लिये अपेक्षित वास्तविक धनराशि की स्वीकृति राज्य सरकार के प्रस्ताव पान पर दी जायेगी । इन की अपेक्षा की जा रही है ।

(ग) ३६० एकड़ भूमि क्षेत्र को सुधारा गया और उस में वर्तमान खरीफ फसल के समय में धान व मक्का की फसल बोई गई । बसाने के लिये चुने हुए ४१ व्यक्तियों में से अभी तक केवल १८ आये हैं ।

श्री भक्त दर्शन : जो विवरण सभा पटल पर रखा गया है उस से ज्ञात होता है कि

य० पी० सरकार [को १३,६०,०० रुपये अनुदान के रूप में और २३,१०,००० रुपये ऋण के रूप में देने का निश्चय किया गया है जब कि पिछली बार माननीय मंत्री जी न बतलाया था कि प्रान्तीय सरकार ने ७६,५०,००० रुपये का ऋण और २६,००,००० रुपये के अनुदान की मांग की थी । मैं जानना चाहता हूं कि इतनी कम सहायता देने का क्या कारण है और क्या और अनुदान देन की प्रश्न पर विचार किया जा रहा है ?

डा० पी० एस० देशमुख : जो स्कीम यू० पी० गवर्नमेंट ने तैयार की थी उस में यह मांगें पेश की गई थी । जब उस स्कीम को हम ने ऐग्जामिन किया तो हम इस नतीजे पर पहुंचे कि जो सहायता हम ने देनी तय की है वह काफी है ।

श्री भक्त दर्शन : मूल योजना में १०,००० ऐकड़ जमीन आबाद करने का विचार किया गया था जब कि माननीय मंत्री जी की रिपोर्ट के मुताबिक केवल ३६० एकड़ जमीन वहां अभी तक आबाद हुई है । क्या मैं जान सकता हूं कि इतनी शिथिलता का क्या कारण है और क्या इस काम में तेजी लाने के लिये कोई कदम उठायें जा रहे हैं ।

डा० पी० एस० देशमुख : हमारे पास इस के बारे में कोई इत्तिला नहीं है ।

Shri M. L. Agrawal: May I know what are the respective areas of Pilibhit and Lakhimpur-Kheri districts in this scheme?

Dr. P. S. Deshmukh: I could not give the details; they are from these two districts.

Co-operative Milk Union

*674. **Shri Heda:** Will the Minister of **food and Agriculture** be pleased to state:

(a) whether Government have sponsored any Co-operative Milk Unions;

(b) if so, their number and locations; and

(c) the contribution or financial aid given to them by Government?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) Yes.

(b) Five; one each at Anand (Bombay) and Karaikal (Pondicherry) and three in Uttar Pradesh at Lucknow, Allahabad and Banaras.

(c) About Rs. 6½ lakhs.

Shri Heda: May I know the basis on which these milk unions have been started in these different parts?

Dr. P. S. Deshmukh: It is difficult to give the basis. It is essentially the readiness of the State Governments to put forward schemes and we generally examine them and if we find them suitable we support them.

Shri Heda: In view of the fact that population is increasing and in the big cities paucity of milk is being felt very much, will the big cities be taken into account when such unions are formed?

Dr. P. S. Deshmukh: Yes, Sir. Considerable attention is being paid to the bigger cities like Bombay, Delhi and Calcutta.

Pandit D. N. Tiwary: May I know whether Patna has got any chance of getting such a union?

Dr. P. S. Deshmukh: No, Sir. I am sorry to say.

श्रीमती कमलेन्दुमति शाह : क्या यू० पी० के पहाड़ी इलाकों में भी यह स्कीम लागू की जायेंगी ।

डा० पी० एस० देशमुख : यह तो स्टेट गवर्नमेंट पर निर्भर करता है ।

Shri Ramachandra Reddi: May I know whether these are run at a loss or profit?

Dr. P. S. Deshmukh: I could not say exactly about each one of these schemes.

[Railway Stations

*675. **Pandit D. N. Tiwary:** Will the Minister of **Railways** be pleased to refer to the reply given to Unstarred Question No. 590 on the 7th December, 1954 and state when the plinths of the 50 stations on the North Eastern Railway are expected to be raised?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): After a detailed examination of the matter, it has been decided to take up this work on a programmed basis at ten stations; the

platforms at 39 stations are not so low as to cause any inconvenience, and at one station for technical reasons it is not possible to raise the level.

Pandit D. N. Tiwary: May I know the names of those ten stations?

Shri Shahnawaz Khan: Kachla Bridge, Domingarh, Matigara, Katakhal, Jogiara, Kamtaul, Parmanandpur, Nayangar, Awtarnagar, and Roopnagar.

Pandit D. N. Tiwary: May I know if the Government is aware of the growing feelings of the people in this railway region that this part of the railway, especially from Gorakhopur to Kaulhal is the most neglected region and no steps are taken to improve the passenger amenities there?

Shri Shahnawaz Khan: I beg to submit that that feeling is misplaced. We are doing our very best to improve the conditions; in fact, I believe that this North-Eastern Railway is getting plenty of fund for passenger amenities.

Pandit D. N. Tiwary: May I know whether Government is aware of the daily reports in the Patna papers that the railway wagons are leaking and railway stations are not properly functioning and trains are always late?

Shri Shahnawaz Khan: We are trying to improve things as fast as possible.

Shri Kamath: What are the technical reasons that come in the way of raising the platform level?

Shri Shahnawaz Khan: It referred to only one station. It has got a rigid structure and the entrance to the platfrom is by an overbridge. There you cannot make a raised platform.

Mr. Speaker: We go to the next question.

Shri Kamath: The Deputy Minister wants to make a statement.

The Deputy Minister of Railways and Transport (Shri Alagesan): No statement.

†Suburban Railway Service

*676. **Shri T. B. Vittal Rao:** Will the Minister of **Railways** be pleased to state:

(a) whether it is a fact that an Expert Committee is being appointed to examine the problem affecting the suburban services at Bombay, Calcutta and Madras with a view to recommending measures for tackling excessive overcrowding; and

(b) if so, when it is likely to be appointed and the personnel thereof.

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Yes. A small committee is proposed to be set up to investigate into the problem of excessive overcrowding during peak hours in suburban railway services at Bombay, Calcutta and Madras and to suggest remedial measures.

(b) Arrangements for the setting up of the Committee, including the choice of personnel, are under finalization and are expected to be completed shortly.

Shri T. B. Vittal Rao: May I know whether this Committee will visit only these three cities or other big cities also where there is some trouble regarding the suburban traffic?

Shri Alagesan: For the present it is the intention to study suburban traffic around these three cities.

Shri T. B. Vittal Rao: May I know if this Committee which is likely to be set up will be asked to submit its report regarding this before the draft Second Five Year Plan is out?

Shri Alagesan: There is not much of a relationship between the report of that Committee and the draft Second Five Year Plan. In fact this Committee will be asked to submit its report in a matter of few months.

Shri H. N. Mukerjee: In view of the electric fraction being recognised to be the only real remedy for overcrowding particularly in areas like those served by Sealdah station which carries the highest passenger traffic in the country, will Government say if it will expedite electrification of the Sealdah division which has been postponed fairly indefinitely?

Shri Alagesan: That is a question which I am not able to answer at present: when the electrification of Sealdah division will be taken up. The hon. Member will have noticed that this relates to a study of the suburban traffic in Bombay and Madras where suburban sections are electrified. Even though suburban sections in those places have been electrified, there is overcrowding and this Committee will go into that.

Shri T. B. Vittal Rao: As and when the Committee is appointed will they consists of members of the National Railway Users Consultative Council also?

Shri Alagesan: The intention is to have this Committee only as an official Committee. Some of the retired railway officials will serve on that.

Bombay-Mangalore Rail Link

*677. **Shri Eswara Reddy:** Will the Minister of **Railways** be pleased to state:

(a) whether there is any proposal to connect Bombay with Mangalore direct by rail;

(b) if so, the details thereof; and

(c) whether Government have taken any decision as to its inclusion in the Second Five Year Plan?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (b). A land survey between Diva and Dasgaon and an aerial survey between Dasgaon and Mangalore have been done but no definite proposal has yet been materialised.

(c) Not yet, Sir.

Shri Eswara Reddi: Is the survey completed?

Shri Alagesan: Yes, Sir the survey relating to Diva and Dasgaon has been completed.

Shri T. B. Vittal Rao: There are several kinds of surveys. For example, aerial survey, preliminary engineering survey, traffic survey and there is final location survey. May I know what sort of survey it is and at what stage it is?

Shri Alagesan: This relates to traffic survey.

श्री जोकीम आल्वा : माननीय मंत्री जी, आप बहुत मेहनत कर के उत्तर कन्नड़ जिले में गये थे। क्या यह लाइन उत्तर कन्नड़ में जायेगी या नहीं ?

अध्यक्ष महोदय : माननीय सदस्य को जो सवाल पूछना हो, वह चेयर की मार्फत पूछना चाहिये ।

श्री जोकीम आल्वा : माफ कीजिये, अध्यक्ष जी । I will repeat my question

रेलवे तथा परिवहन मंत्री (श्री एल० बी० शास्त्री) : मैं दौरे में कई दिन माननीय सदस्य के साथ रहा हूं, इसलिये इन की हिन्दी ज्यादा समझ जाता हूं ।

यह लाइन कन्नड़ एरिया में जायेगी या नहीं, इस का फैसला आप ही कर सकते है, लेकिन दीवा-दासगांव बम्बई प्रदेश में है और जैसा कि कहा गया है, इस का सरवे पूरा हो चुका है और उस के बाद आगे का फैसला होगा ।

Shri M. D. Joshi: May I know whether Diva-Dasgaon railway is the first section of the Bombay-Mangalore railway line or is it regarded as such and the survey completed as such?

Shri L. B. Shastri: The Diva-Dasgaon railway line is not at present being surveyed as a part of the Bombay-Mangalore big railway line. It is independent by itself and we will consider the bigger project later.

"Grow More Fodder" Campaign

*678. **Shri B. K. Das:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether any amount has been set apart for the launching of a "Grow More Fooder" compaign; and

(b) if so, the amount earmarked for the year 1955-56?

The Minister of Agriculture (Dr. P. S. Deshmukh): (a) No.

(b) Does not arise.

Shri B. K. Das: May I know whether any steps have been taken to see that the State Governments take steps for growing fodder as provided in the First Five Year Plan?

Dr. P. S. Deshmukh: Yes, Sir. There are certain pilot projects which are being operated. Besides that, in a recent meeting of the animal husbandry wing of the Board of Agriculture and Animal Husbandry in India held at Ranchi a big scheme was prepared which might cost Rs. 4,17,00,000.

Shri B. K. Das: May I know whether the Government is taking care to see that in the land reform legislation in States provision for pastoral lands is also made?

Dr. P. S. Deshmukh: I would like to have notice on that question.

Shri N. B. Chowdhury: May I know the nature of the scheme which might cost Rs. 4 crores or so and how it is proposed to be distributed throughout the country?

Dr. P. S. Deshmukh: The scheme is still at a discussion stage and it is not possible to give any particulars now.

Shri B. K. Das: I want to know whether the I.C.A.R. has any research scheme about fodder to derermine what lands are suitable for what sorts of crop and fodder pasture?

Dr. P. S. Deshmukh: I think there are with the I.C.A.R. quite a few schemes which deal with grass lands and fodder pasture.

श्री एम० एल० द्विवेदी : मैं यह जानना चाहता हूं कि जो साढ़े तीन परसेंट सूद मांगा जाता है, क्या स्टेट गवर्नमेंट भी वही वसूल करती है या वह ज्यादा वसूल करती है ?

Dr. P. S. Deshmukh: I could not say, exactly, without notice.

Shri Kamath: Do the State Governments consult or do they not hold any consultation with the Central Government before they issue *taccavi* loans to cultivators charging high rate of interest as has been alleged by my friend here?

Dr. P. S. Deshmukh: This is a scheme for helping the States to advance loans to the cultivators. As I said, I have not got the details of interests which the State Governments charge. If a notice is given I will give the required information.

श्री एन० एल० जोशी : क्या मैं जान सकता हूं कि सन १९५४-५५ में कितना लोन दिया गया था ?

डा० पी० एस० देशमुख : १९५४-५५ की फिगर्ज नहीं हैं । १९५५-५६ की फिगर्ज मेरे पास हैं ।

Sale of Soviet Publications

*682. **Dr. Rama Rao:** Will the Minister of **Railways** be pleased to state the present position regarding the sale of Soviet Literature in Railway Bookstalls?

The Deputy Minister of Railways and Transport (Shri Alagesan): There is no general ban on the sale of Soviet literature as such at Railway Bookstalls. Books, however, of a tendentious or undesirable nature are not permitted to be sold.

Dr. Rama Rao: In view of the recent tour of the Prime Minister to USSR since there is a general interest among the people to know something more about the Soviet Union, may I know whether the Railway Ministry will remove, if not the official ban—there is no official ban—at least the understood ban on these Soviet books?

Shri Alagesan: I should think that this is not a proper or pertinent question. As I said we have no objection to books like those of Tolstoy, Marx or Engels, which have now become classics, being sold at railway book-stalls.

Dr. Rama Rao: As the hon. Minister has now replied that some books are being allowed, will the Railway Ministry draw up a list of the Soviet publications which may be sold and a list of books which should not be sold at railway bookstalls?

Shri Alagesan: We need not take such great interest in the books of one country alone; but, when the bookstalls would like to submit a list certainly that will be scrutinised and all those books which are not andentious be sold will be permitted.

Shri Raghuramaiah: In view of the question raised by Dr. Rama Rao, may I know whether, after the Prime Minister's visit to Russia there has been any decrease in the tendentious literature arriving in this country?

Mr. Speaker: Order, order. We will proceed to the next question.

Shuttle Service

*683. **Shri P. Ramaswamy:** Will the Minister of **Railways** be pleased to state:

(a) whether it is a fact that there was a shuttle train service between Secunderabad and Mahbubanger until the middle of the last War; and

(b) if so, whether there is any proposal to restore this service?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Sahanawaz Khan): (a) Yes.

(b) Since 1-10-1946, the shuttle train has been extended to run between Secunderabad and Dronachellam and, therefore, the section, Secunderabad-Mahbubnagar, still continues to be served by it.

श्री पी० रामस्वामी : क्या यह सही नहीं है कि इस के पेश्तर भी—शटल ट्रेन चलाने के पेश्तर भी—एक सबर्बन रेल चलाई गई थी ?

श्री शाहनवाज खां : १ अक्तूबर, १९५६ से पहले एक शटल ट्रेन सिकन्दराबाद और महबूबनगर के बीच चलती थी । वही गाड़ी अब द्रोणाचलम तक चला दी गई है ।

श्री पी० रामस्वामी: क्या इस सिलसिले में जनता की तरफ से—आंध्र और हैदराबाद सरकारों की तरफ से—कोई मांग हुई थी कि एक गाड़ी और बढ़ाई जाये ?

श्री शाहनवाज खां : कुछ मांगें भी हुई थीं और रेलवे मिनिस्ट्री भी उन मांगों से इत्तिफाक करती है और उस ने सिकन्दराबाद से महबबनगर तक के लिये एक शटल ट्रेन को बड़ी ऊंची प्रायर्टी दे रखी है । उम्मीद है कि जसे हमारे पास पैसेंजर होंगे, वैसे ही एक शटल ट्रेन चला दी जायेगी ।

श्री पी० रामस्वामी : इंटीग्रेशन के पहले जब सबरबन ट्रेन चलाई जा सकती थी तो आज की हालत में , ६ साल के बाद, जल्दी से जल्दी चलाने में क्या तकलीफ है ?

श्री शाहनवाज खां : जैसा कि मैं अर्ज कर चुका हूं गाड़ियों की तादाद म कोई कमी नहीं की गई है बल्कि वह गाड़ी महबूब-नगर से द्रोणाचलम तक एक्सटैंड कर दी गई है । जैसे ही हमारे पास इंजनों की तादाद बढ़ती है हम उसे बढ़ायेंगे ।

चीनी का परिवहन

*६८४. **श्री विभूति मिश्र** : क्या **खाद्य और कृषि** मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि केन्द्रीय सरकार ने राज्य सरकारों को ऐसे क्षेत्रों में जहां गन्ने भेजने के लिये सुगम साधन नहीं हैं, गन्ने भेजने के लिये सुविधा देने के हेतु ट्रामवे लाइन डालने के लिये धन दिया है;

(ख) यदि हां, तो ऐसे राज्यों के नाम क्या हैं;

(ग) प्रत्येक राज्य को कितना कितना धन दिया गया है; और

(घ) जिन क्षेत्रों में ट्रामवे लाइन डाली जाने वाली हैं क्या उन के सम्बन्ध में कोई योजना बनाई गई है ?

कृषि मंत्री (डा० पी० एस० देशमुख) : (क) से (घ) एक विवरण, जिस में अपेक्षित जानकारी दी गई है, सभा की टेबिल पर रख दिया गया है । **[देखिये परिशिष्ट ५, अनुबन्ध संख्या ६]**

श्री विभूति मिश्र: विवरण को देखने से पता चलता है कि सरकार ने जो रुपया दिया है वह एक ही प्रोप्राइटर को १९ लाख रुपया दे दिया है । क्या सरकार और फैक्टरी वालो को भी, जो दूर देहात से गन्ना लाने के लिये दरखास्त दे चुके हैं, रुपया देगी ?

डा० पी० एस० देशमुख : हमने रुपया स्टेट गवर्नमेंट को दिया है और स्टेट गवर्नमेंट ने एडवांस किया है । एक ही प्रोप्राइटर को दिया गया है इससे मालूम होता है कि उस के पास कुछ ऐसी स्कीम है जिससे कि काश्तकारों को और वहां के रहने वालों को फायदा होगा ।

श्री विभूति मिश्र : क्या सरकार को पता है कि एम० पी० शुगर मिल, मझौलिया, और बघा शुगर मिल्स ने रोड ट्रांसपोर्ट के लिये अपनी स्कीम बहुत पहले से बनाकर दे रखी है ?

डा० पी० एस० देशमुख : फिलहाल मेरे पास यह इन्फारमेशन नहीं है । अगर मेम्बर साहब फिर से सवाल करेंगे तो इस का जवाब दिया जायेगा ।

श्री विभूति मिश्र : ऐसे एरिया वाले लोग, जहां पर कि दूर से केन लाना होता है, अगर सरकार से ट्रामवे लाइन चलाने के लिये अनुदान मांगें तो क्या सरकार उन को अनुदान देगी ?

Mr. Speaker : I think that the loan is to the State Government. It is the State Government which decides how the loan should be distributed.

श्री विभूति मिश्र : चूंकि सेन्ट्रल गवर्नमेंट केन डेवलपमेंट का काम करती है इसलिये क्या सेन्ट्रल गवर्नमेंट इस काम को करेगी ?

अध्यक्ष महोदय : सेन्ट्रल गवर्नमैट तो लोन स्टेट गवर्नमेंट को देती है और स्टेट गवर्नमैट रुपया बांटती है ।

श्री विभूति मिश्र : अगर बिहार सरकार इस तरह का अनुदान मांगे तो क्या सेन्ट्रल गवर्नमेंट देगी ।

खाद्य और कृषि मंत्री : (श्री ए० पी० जैन) : जब कभी ऐसा प्रश्न उठेगा तो मैं उस पर हमदर्दी से विचार करूंगा ।

Provident Fund Act, 1952

*685. **Shri Tushar Chatterjea:** Will the Minister of **Labour** be pleased to refer to the reply given to Starred Question No. 2692 on the 28th April, 1955 and state:

(a) whether any decision has since been taken by Government with regard to the procedure to be adopted for the formation of the Board of Trustees for Provident Fund for factories exempted under Section 17 of the Employees Provident Fund Act; and

(b) if not, how long it will take to arrive at a decision?

The Deputy Minister of Labour (Shri Abid Ali): (a) and (b). Very divergent views have been expressed by the State Governments and different members of the Trust and Government do not think they will be justified in coming to a decision without further consultation with State Governments. I cannot state exactly when a decision will be made.

Shri Tushar Chatterjea: May I know what stands in the way of a decision being made?

Shri Abid Ali: That is what I have just replied.

Shri Tushar Chatterjea: My question is, in view of different opinions, why not the Government take up the matter earnestly and make a quick decision?

Shri Abid Ali: We are consulting the State Governments again. Without that, it is not possible to come to a decision.

Shri T. B. Vittal Rao: Which are the State Governments that are against this measure?

Shri Abid Ali: It is not possible to say it.

Rolling Stock

*686. **Shri S. V. Ramaswamy:** Will the Minister of **Railways** be pleased to refer to the reply given to Starred Question No. 87 on the 26th July, 1955 and state:

(a) the reasons for obtaining locomotive bed-frames and cast steel cylinders from abroad, when the policy of Government is to produce cent per cent. Indian Engines as early as possible;

(b) whether corresponding parts are allowed to be imported for W.G. engines at Telcos;

(c) whether any fresh orders have been placed or are proposed to be placed abroad for these parts; and

(d) whether any attempts have been made to have them cast in India?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) to (d). A statement giving the information is laid on the Table of the House. [*See* Appendix V, annexure No. 7]

Shri S. V. Ramaswamy: In answer to a previous question on this subject, it was said that the cost of steel bed-frame comes to about 66 per cent. of the cost of the engine. If that is so, why was it imported at all?

Shri Alagesan: The reason is given already. As far as the cost of the bed-frame is concerned, it comes to Rs. 1,13,000 f.o.b. per frame. The reason why it has been imported is also given. We do not propose to import further. This is purely to gain experience and as a matter of experiment.

Shri S. V. Ramaswamy: As at present, a limited number of bed-frames and cast iron cylinders are being cast. Will they be improved upon so that these bed-frames and steel cylinders may not be imported from abroad?

Shri Alagesan: We may develop the capacity to cast these steel frames and steel cylinders too. For the present, we are casting iron cylinders only.

Shri H. N. Mukerjee: May I know if it is the patent law restrictions which stand in the way of our producing ourselves certain items mentioned in this question, and if so, are we not in a position to circumvent some of these patent laws as many other countries have done in order to secure self-sufficiency?

Shri Alagesan: The restrictions that the hon. Member has mentioned relate only to a very few items, not to all.

सागर जिले में पुल

*६८७. **श्री के० सी० सोधिया** : क्या **परिवहन** मंत्री १४ सितम्बर, १९५४ को दिये गये अतारांकित प्रश्न संख्या ४५५ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि :

(क) क्या मध्य प्रदेश के सागर जिले में राष्ट्रीय पथ संख्या छब्बीस पर चार छोटे पुल बनाने का कार्य प्रारम्भ हो गया है; और

(ख) यदि हां, तो अब तक कितनी प्रगति हुई है ?

रेलवे तथा परिवहन मंत्री के संसदीय सचिव (श्री शाहनवाज खां) : (क) नहीं ।

(ख) चारों पुलों के स्थानों का निर्णय हो गया है । देहार नाले का रूपांकन परिवहन मंत्रालय के सड़क विभाग में तैयार किया जा रहा है । बाकी तीन पुलों की विस्तृत योजनायें और प्राक्कलन अभी राज्य के पत्तन कार्य विभाग से प्रतीक्षित है ।

श्री के० सी० सोधिया : सरकार की तरफ से पिछली बार जवाब दिया गया था कि सन् १९५५ में यह काम शुरू हो जायेगा इस देरी का क्या कारण है ?

श्री शाहनवाज खां : देहार नाले के ऊपर जो पुल है उस के लिये एस्टीमेट्स वगैरह तैयार होंगे । जिस जगह पर पुल बनना है वह भी तै हो गयी है । उस का नमूना यहां पर मिनिस्ट्री आफ ट्रांसपोर्ट, रोड विंग्स में तैयार हो रहा है । बाकी तीन पुलों के बारे में स्टेट पी० डब्ल्यू० डी० से कुछ और बातें आनी हैं । उस का इंतिजार किया जा रहा है ?

श्री के० सी० सोधिया : कब तक यह एस्टीमेट वगैरह बन जायेगा ?

श्री शाहनवाज खां : यह तो हमारे बस की बात नहीं है । वह तो स्टेट पी० डब्ल्यू० डी० से आयेंगे । हम तो उस का जवाब नहीं दे सकते, वही दे सकते हैं ।

श्री के० सी० सोधिया : एक पुल का जो एस्टीमेट बन गया है उस का काम कब शुरू होगा ।

श्री शाहनवाज खां : बहुत जल्दी शुरू हो जायेगा । मैं आनरेबिल मेम्बर की तसल्ली के लिये यह बताना चाहता हूं कि ६ लाख रुपया सैंक्शन हो गया है और यह जितने भी पुल हैं वह सब मौजूदा पंच साला योजना में बन जायेंगे । बहुत ज्यादा इन्तिजार नहीं करना पड़ेगा ।

Over-bridge at Guntur

*688. **Shri S. V. L. Narasimham:** Will the Minister of **Railways** be pleased to state when the construction of the over-bridge at the level crossing at Guntur will commence?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): The construction of the over-bridge in replacement of the existing level crossing at Guntur will be commenced as soon as the Guntur Municipal Authorities are prepared to take up their portion of the work on the approaches.

Shri S. V. L. Narasimham: May I know what was the original estimate and whether there has been any change in the estimate in the construction of this bridge.

Shri Shahnawaz Khan: There has been a very considerable change with the lapse of time. These estimates have been prepared off and on since 1939. In 1950, we advised the Government of Madras that the cost of constructing this over-bridge would be about Rs. 5 lakhs. Now, after detailed inspection, we have come to the conclusion that it will be Rs. 12.15 lakhs.

Shri S. V. L. Narasimham: May I know whether the work will be under the management of the Central Government or whether it will be taken up partly by the municipality and partly by the railway authority?

Shri Alagesan: The railway will do the work of over-bridge proper at their cost and the municipality will construct the approaches at their cost.

Scarcity Conditions in Rajasthan

*690. **Shri Kasliwal:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) whether the attention of Government has been drawn to the acute scarcity conditions prevalent in the West and South Rajasthan owing to failure of rains;

(b) whether Government are aware that owing to scarcity of fodder, large scale migration of cattle has started from the dry areas;

(c) whether the prices of foodgrains have recently shot up considerably in Rajasthan; and

(d) if so, the steps Government propose to take in the matter?

The Minister of Agriculture (Dr. P. S. Deshmukh) (a) to (d). A statement is placed on the Table of the Sabha. [*See* Appendix V, annexure No. 8].

Shri Kasliwal: May I know whether the Government have received any information about the loss of cattle in these areas due to scarcity conditions?

Dr. P. S. Deshmukh: No, Sir. All that we know has been stated in the reply and the statement. About 4,000 heads of cattle have migrated from Jodhpur. I do not think there are any other figures available.

Shri Kasliwal: May I know whether the Government have received any reports from the State Government about the percentage of loss in the estimated yield in foodgrains due to drought conditions ?

खाद्य और कृषि मंत्री (श्री ए० पी० जैन) : अब तो वहां पर वर्षा हो गई है और कुछ चिन्ता की बात नहीं है ।

Shri Balwant Sinha Mehta: May I know whether, in case of any emergency, Government propose to release the grains to the people in Rajasthan at cost price?

श्री ए० पी० जैन : जो मदद दी जाती है अनाज को सस्ता बेचने में, उसके लिए तो नियम बना हुआ है कि अगर दो करोड़ रुपये तक उसमें खर्च होगा तो पचास प्रतिशत केन्द्र से दिया जायगा और जो २ करोड़ से ऊपर का खर्चा होगा उसमें ७५ प्रतिशत केन्द्र से दिया जायगा ।

श्री बलवन्त सिंह महता : क्या मैं पूछ सकता हूं कि फौडर डिपोज कायम करने की जो हमारी पुरानी पद्धति थी उसके नष्ट हो जाने से पशुओं का बहुत ह्रास हो रहा है, तो क्या भारत सरकार ने राज्य सरकारों को ऐसी राय दी है कि वे पुरानी पद्धति को फिर से जारी करें ?

श्री ए० पी० जैन : राज्य सरकारें अपनी बुद्धि रखती हैं और जो मुनासिब होगा, वह वे करेंगी ।

Shri Karni Singhji: May I know whether, in view of the repeated scarcity of rain in Rajasthan, Government would consider bringing in the Rajasthan Canal in the Second Five Year Plan?

Shri A. P. Jain: That question should be more appropriately addressed to my colleague, the Minister of Irrigation and Power; nonetheless, I understand that there are certain proposals for building canals in Rajasthan.

Indian Shipping

***691. Shri H. N. Mukerjee:** Will the Minister of **Transport** be pleased to state:

(a) the number of foreigners working as Masters and Chief Officers in Indian coastal and overseas ships, separately;

(b) whether it is a fact that adequate numbers of Indian personnel for such posts are not at present available; and

(c) If so, the steps being taken to train a sufficient number of Indian Officers and Engineers?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (c). A statement is laid on the Table of the Sabha. [*See* Appendix V, annexure No. 9].

(b) Yes.

Shri H. N. Mukerjee: I find from the statement that even in coastal shipping, which is reserved for Indian nationals, there are 13 Masters and 3 Chief Officers who are foreigners. Can Government indicate when we can expect Indian officers to take over this job?

Shri Alagesan: As far as coastal shipping goes, it is true that there are 13 foreign Masters, but there are 28 Indian Masters even now working. As far as Chief Officers are concerned, there are 3 foreign Chief Officers whereas there are 41 Indian Chief Officers working on coastal shipping. It takes lot of time to train an officer both on the engineering side and on the navigational side—roughly 7 to 9 years. Within a matter of three years, we will be able to man our Merchant Navy with Indian officers.

Shri H. N. Mukerjee: I found also that in 1949 a batch of 90 boys were trained as an emergency measure in addition to the normal training provided on the training ship "Dufferin". If that is so, what steps are Government taking for amplifying training facilities here and now by providing training ships apart from the "Dufferin" so as to ensure that within a certain target date, Indian flags will be exclusively manned by Indian nationals?

Shri Alagesan : The hon. Member would have noticed from the statement supplied that navigational training has been confined to "Dufferin" and engineering side has been taken over by the Directorate of Marine Engineering Training; and now, we are admitting 50 boys on both sides. In respect of taking in more boys, the question of placing them also comes; because when these boys pass out they have to be placed in Indian ships. I think for the present, 50 is quite enough for our purposes.

टेलीप्रिंटर की लाइनें

*६९२. **श्री एम० एल० द्विवेदी** : क्या **संचार** मंत्री २३ दिसम्बर, १९५४ को उन के द्वारा सभा में दिये गये वक्तव्य के सम्बंध में यह बताने की कृपा करेंगे कि :

(क) टेलीप्रिंटर लाइनों के दुरुपयोग के लिये कितने लोगों को अब तक दंड दिया गया; और

(ख) उन्हें किस प्रकार का दंड दिया गया ?

संचार उपमंत्री (श्री राज बहादुर) : (क) और (ख) कुछ ऐसे टेलीप्रिंटर की लाइनें जिन पर दुरुपयोग देखने में आया था, उन्हें सम्बन्धित समाचार-ऐजेन्सियों से हटा लिया गया है ।

श्री एम० एल० द्विवेदी : मैं जानना चाहता हूं कि ऐसी कितनी टेलीप्रिंटर की लाइनें हैं जिन पर दुरुपयोग देखने में आया था और जिन को सरकार ने बंद कर दिया है और जिन्हों ने कि यह आश्वासन दिया था कि वह उस का दुरुपयोग नहीं करेंगे ?

श्री राज बहादुर : पी० टी० आई० और यू० पी० आई० इन समाचार ऐजेन्सियों के पास टेलीप्रिंटर थे । यू० पी० आई० के पास न्यू देहली से भटिंडा, न्यू देहली से मुजफ्फर नगर और न्यू देहली से लुधियाना के सर्किट थे जिन को कि इस समाचार ऐजेंसी से हटा लिया गया है । पी० टी० आई० के पास बम्बई, इन्दौर की टेलीप्रिंटर लाईन थी उस को भी डिस्कनैक्ट कर दिया गया है । यह ऐक्शन इन सर्किटों पर दुरुपयोग बंद करने के खातिर लिया गया ।

श्री एम० एल० द्विवेदी : मैं यह जानना चाहता हूं कि जो दुरुपयोग हुआ है, वह किस प्रकार से हुआ और उस से सरकार को क्या हानि हो रही है ?

श्री राज बहादुर : जो नियम और जो उन का साथ मुआहिदा है, उन के अनुसार जो कुछ भी मेसेज इन सर्किट्स के ऊपर भेजे जा सकते हैं, वह केवल पत्रों में प्रकाशन के लिये समाचार होंगे और वह ऐसे होंगे जो प्रैस टेलीग्राफ मेसेजेज की परिभाषा में आते होंगे ।

इन ऐजेंसियों ने इन टेलीप्रिंटर लाइनों का इस तरह मिस्यूज किया कि बजाये खाली समाचारपत्रों को मेसेज भेजने मे उन्होंने प्रेस म पबलिकेशन के पहले मन्सक्राबर्स को मिनट टु मिनट मार्केट कमर्शियल कोटेशंस और रेट्स भेजे और कुछ कमर्शियल फम्ज को भी दिये, (Ticker Connection) व्यापार के फर्मों को देना कहां तक कानूनी था या गैरकानूनी थी, या कहां तक ठीक था या ठीक नहीं था, यह दूसरा सवाल है लेकिन उन पर बाजार का भाव और मिनट टु मिनट रेट्स के कोटेशंस दिये गये और बहुधा उन के प्राइवेट मेसेजेज भी भेजे । इस दुरुपयोग को रोकने के लिये मोनीटरिंग (उन सर्किट्स) की की गई और इस तरह का मिसयज डिटैक्ट किया गया और वह उपरोक्त आवश्यक ऐक्शन लिया गया ।

श्री एम० एल० द्विवेदी : क्या सरकार को इन के दुरुपयोग से जो हानि हुई है, वह उन से मांगा जा रहा है और क्या व समाचार एजेंसियों दुबारा टेली प्रिंटर लाइन मांग रही हैं ?

श्री राज बहादुर : माननीय सदस्य को इस बात का ध्यान रखना चाहिये कि यह दोनों समाचार एजेंसियां अपनी महत्वपूर्ण समाचार ऐजेंसियां हैं जो देश के विभिन्न समाचारपत्रों को समाचार देती हैं और हमारी

यह इच्छा है कि उन को हम अधिक से अधिक सुविधा दे सकें और इस कारण टेलीप्रिंटर सर्किट्स की उन की मांग पर विचार करते समय हमें उन सारी चीजों को अपनी दृष्टि के सामने रखना पड़ता है ।

Rolling Stock

*693. **Shri D. C. Sharma:** Will the Minister of **Railways** be pleased to state:

(a) whether Government have entered into a contract for the supply of Railway engines with any Canadian firm;

(b) if so, the name of the firm;

(c) the number of engines to be manufactured by that firm; and

(d) the cost thereof?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) No. 120 locomotives are being received through the Canadian Government under the Colombo Plan.

(b) M/s. Canadian Locomotive Co. Ltd., Kingston, Canada.

(c) 120.

(d) The F. O. B. cost to the Railway Ministry will be approximately Rs. 4.4 lakhs per loco.

Shri D. C. Sharma: May I know if our Government has entered into contracts with some firms in other countries also?

if so, what are the names of those Countries?

Shri Shahnawaz Khan: That is a very big question. I shall require notice.

Shri D. C. Sharma: May I know if our technical experts have given a verdict to the effect that these Canadian locomotives are very unsuited to the soil on which our rail, tracks are laid?

The Minister of Railways and Transport (Shri L. B. Shastri): Our technical experts go to inspect the locomotives in the manufacturing shops, of different countries unless they are satisfied, those locomotives are not accepted.

Shri D. C. Sharma: May I know what was the target for the production of these locomotives in India during the First Five Year Plan and if any target has been laid so far as the Second Five Year Plan is concerned?

Shri Shahnawaz Khan: Originally the target at Chittaranjan Locomotives was 120 locomotives per year. Now, it has been elevated to 200 locomotives per year.

Shri Mohiuddin: It has been stated that the cost of a Canadian locomotive will be Rs. 4.4 lakhs. May I know what will be the comparative cost of a Chittaranjan locomotive?

Shri Shahnawaz Khan: I am speaking subject to correction—the cost of a locomotive produced at Chittaranjan is Rs. 5 lakhs approximately.

Shri Sarangadhar Das: May I know how the Chittaranjan locomotives compare in performance with the Canadian Locomotives?

Shri Shahnawaz Khan: They compare only well.

WRITTEN ANSWERS TO QUESTIONS

Wireless Licences

*668. **Shri Krishnacharya Joshi:** Will the Minister of **Communications** be pleased to state:

(a) whether Government propose to revise the regulations regarding the granting of the different types of wireless licences; and

(b) if so, what are the proposed changes?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) No material change is at present proposed to be made in the existing regulations. Procedural changes have, however, been made from time to time and may be made in future also in the public interest and in keeping with modern practice in wireless.

(b) Does not arise.

Timber Seasoning Plant

*670. **Shri A. K. Gopalan:** Will the Minister of **Railways** be pleased to state:

(a) whether this attention has been drawn to the Resolution passed at the plenary session of the Central Board of Forestry held at Ootacamund on the 15th May, 1955 regarding the setting up of Timber Seasoning and Preservative Plants on the Railways; and

(b) if so, whether the proposal has been considered and the decisions taken by Government in the matter?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) Yes, Sir.

(b) Sleeper treatment plants, already in operation or being set up, are considered to be sufficient for supplies reasonably anticipated. However, proposals for additional plants as recommended by the Central Board of Forestry are awaited from State Governments.

All-India Mango Show

*671 { **Shri K. G. Deshmukh :**
Shri Jethalal Joshi:

Will the Minister of **Food and Agriculture** be pleased to state:

(a) the names of the Members of the Mango Show Committee of the Indian Council of Agricultural Research set up for organizing the All-India Mango Show in Bombay on the 21st and 22nd May, 1955;

(b) the total expenditure incurred on this show; and

(c) the names of the principal varieties of mangoes that were exhibited in the show?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) A statement showing the personnel of the All-India Mango Show Committee, Bombay, is laid on the Table of the Lok Sabha. [*See* Appendix V, annexure No. 10].

(b) About Rs. 17,000/.

(c) A statement showing the principal varieties of mango exhibited in the Show is also placed on the Table of the Lok Sabha. [*See* Appendix V, annexure No. 10]

प्रसूति तथा शिशु कल्याण योजनायें

*६७९. **श्री अमर सिंह डामर** : क्या **स्वास्थ्य** मंत्री २६ जुलाई, १९५५ को दिये गये तारांकित प्रश्न संख्या १०७ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगी कि प्रसूति तथा शिशु कल्याण योजनाओं के क्रियान्वित करने में केन्द्रीय सरकार को राज्य सरकारों ने कितना कितना सहयोग दिया है?

स्वास्थ्य उपमंत्री (श्रीमति चन्द्रशेखर) : जापा और बालहित केन्द्र स्थापना सम्बन्धी केन्द्रीय योजनाओं के अन्तर्गत राज्य सरकारों ने अपने अपने पिछड़े इलाकों में जितने जापा और बालहित केन्द्र खोले हैं या उन का जितने खोलने का विचार है, उन की संख्या बताते हुए एक विवरण सभा की मेज पर रख दिया गया है। [**देखिये परिशिष्ट ५, अनुबन्ध संख्या ११**] इस से यह पता चलेगा कि प्रत्येक राज्य सरकार ने कहां तक सहयोग दिया है।

Railway Delegation to European Countries

*681. **Sardar Iqbal Singh:** Will the Minister of **Railways** be pleased to refer to the reply given to Starred Question No. 924 on the 14th March, 1955, and state:

(a) whether the report submitted by the Railway Delegation which visited certain European Countries last year has since been examined; and

(b) if so, which of their recommendations are proposed to be implemented?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) and (b). The Report is still under examination but in the meantime some of the recommendations have been accepted and implemented.

रेलवे यातायात

*६८९. **ठाकुर युगल किशोर सिंह** : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) द्वितीय पंचवर्षीय योजना की कार्यान्विति के परिणामस्वरूप भारतीय रेलवे के प्रत्येक खंड में यातायात में किस अनुपात से वृद्धि होने की आशा है और उस के क्या कारण ह; और

(ख) इस समय पूर्वी रेलवे में अधिक यातायात होने के क्या कारण हैं ?

रेलवे तथा परिवहन उपमंत्री (श्री अलगेशन): (क) योजना कमीशन (Planning Commission) की सलाह से दूसरी पंच वर्षीय योजना का ब्यौरा अभी तैयार किया जा रहा है।

(ख) यातायात केवल पूर्व रेलवे में नहीं, आमतौर पर सभी भारतीय रेलों में बढ़ा है। ऐसा जान पड़ता है कि उत्पादन (Production) और व्यापार में सब कहीं जो बढ़ती हुई है, उस की वजह से रेल यातायात बढ़ गया है।

Drugs Controls

*694. **Shri Dabhi:** Will the Minister of **Health** be pleased to refer to the reply given to the Starred Question No. 2664 on the 28th April, 1955 and state:

(a) whether Government have concluded their consideration of the recommendation of the Central Health Council, namely that the Drug Act should be suitably amended to vest the authority of the control of drug manufacture in the Centre; and

(b) if so, the final decision taken in the matter?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) and (b). The matter is still under consideration.

दिल्ली नगरपालिका समिति

*६९५. **श्री नवल प्रभाकर** : क्या **स्वास्थ्य** मंत्री यह बताने की कृपा करेंगी कि :

(क) क्या यह सच है कि सरकार ने जल संभरण तथा नाली योजना के लिये दिल्ली नगरपालिका समिति की ५० लाख रुपये के अनुदान की मांग की प्रार्थना स्वीकार कर ली है; और

(ख) क्या दिल्ली नगरपालिका समिति ने इस सम्बन्ध में कोई सविस्तार योजना भेजी है ?

स्वास्थ्य उपमंत्री (श्रीमति चन्द्रशेखर) : (क) The national water supply and sanitation scheme (Urban water supply and drainage scheme) के अन्तर्गत दिल्ली राज्य सरकार के लिये ५७ लाख रुपये का कर्ज देना मंजूर किया है । यह दिल्ली नगरपालिका समिति की जल संभरण व नाली योजनाओं के लिये है ।

(ख) जी, हां ।

All-India Mental Health Institute, Bangalore

*696. **Shri Krishnacharya Joshi:** Will the Minister of **Health** be pleased to lay a statement on the Table of the House showing;

(a) the progress of work done at the All-India Mental Health Institute, Bangalore during 1955 so far; and

(b) the amount of contribution of the State Governments to this Institute?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) and (b). A statement is laid on the Table of the Sabha. [*See* Appendix V, annexure Lok No. 12].

Hospitals

*697. **Dr. Ram Subhag Singh** / **Shri Radha Raman** :

Will the Minister of **Labour** be pleased to state:

(a) whether the plans and estimates prepared for the construction of hospitals in Bokaro and Karanpura-Ramgarh Coalfields in Bihar have been accepted by Government; and

(b) if so, when the construction work is likely to begin?

The Deputy Minister of Labour (Shri Abid Ali): (a) Yes.

(b) Land is being acquired and tenders for construction of the buildings have been invited. The construction will start as soon as the land becomes available.

Timber Freight Rates

*698. **Shri A. K. Gopalan:** Will the Minister of **Railways** be pleased to state:

(a) whether his attention has been drawn to the Resolution passed by the Central Board of Forestry at their Session held at Ootacamund on the 15th May, 1955 regarding the reduction of railway freight rates on timber;

(b) if so, whether the above Resolution has been considered ; and

(c) the decisions taken thereon?

The Parliamentary Secretary to the Minister of Railways and Transport (Shri Shahnawaz Khan): (a) Yes, Sir.

(b) and (c). A sub-committee consisting of the Union Minister for Agriculture and Members from certain States has been appointed to go into the question, and no decision can be taken till such time the Committee formulates its proposals and submits them to Government.

Landless Labourers

*699. **Shri Ram Shankar Lal :** Will the Minister of **Food and Agriculture** be pleased to state the names of the States to which the Central Government have given grants sofar for the resettlement of landless labourers?

The Minister of Food and Agriculture (Shri A. P. Jain): The States of Uttar Pradesh and Andhra.

गोचर हवाई अड्डा

*७००. **श्री भक्त दर्शन :** क्या **संचार** मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या यह सच है कि कुछ समय पूर्व गढ़वाल (उत्तर प्रदेश) के गोचर स्थान में हवाई अड्डा बनाने के बारे में जांच पड़ताल की गई थी; और

(ख) यदि हां, तो इस बारे में क्या प्रगति हुई है ?

संचार उपमंत्री (श्री राज बहादुर) : (क) हां, श्रीमान् । उत्तर प्रदेश सरकार के संकेत पर १९५१ ईसवी में असैनिक उड्डयन विभाग द्वारा गोचर की विमान पट्टी (air strip) का निरीक्षण किया गया था :

(ख) इस जगह की भूमि की स्थिति के कारण यह विमान पट्टी इस के लिये अनुपयुक्त पाई गई कि इसे वायु यातायात चालन के लिये पूर्णतया असैनिक विमान क्षेत्र के रूप में विकसित किया जाय ।

Indian Shipping Tonnage

*701. **Shri H. N. Mukerjee:** Will the Minister of **Transport** be pleased to state:

(a) the present percentage of world tonnage carried in Indian vessels; and

(b) what is India's position in the world list of maritime countries?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (b). Presumably the Hon'ble Member refers to the percentage of world maritime trade carried in Indian vessels. If so, no precise information is available. Our tonnage is only about a million as against the world tonnage of about 100 millions, and therefore the share of world trade carried on Indian vessels is bound to be meagre.

Water and Wind Erosions

*702. **Shri D. C. Sharma:** Will the Minister of **Food and Agriculture** be pleased to refer to the reply given to Starred Question No. 1662 on the 30th March, 1955 and state the schemes sanctioned for arresting water and wind erosions in the Punjab State during 1955-56?

The Minister of Food and Agriculture (Shri A. P. Jain): Schemes for anti-erosion in Kulu Sub-Division in Kangra District, and cho-reclamation work in ch -ravaged areas of the Punjaba State were received by the Central Soil Conservation Board and subsidies amounting to Rs. 55,000/- and Rs. 25,000/- respectively have been sanctioned therefore during the current year.

Sleeping Accomodation

305. **Shri Karni Singhji :** Will the Minister of **Railways** be pleased to state:

(a) whether sleeping accommodation has been provided for third class passengers on mail trains leaving Bikaner for Delhi, Marwar Junction, Jaipur and Bhatinda; and

(b) if not, by what time this facility is likely to be provided ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) No.

(b) Sleeping accommodation for third class passengers has been provided on certain trains as an experimental measure and it is not possible to indicate when this facility will be extended to the trains mentioned in part (a) of the question.

Despatch of Post to China

306. **Shri H. N. Mukerjee :** Will the Minister of **Communications** be pleased to state whether it is a fact that while registered articles are received here by post from China, the despatch of letters and packets, etc, by registered post to China is not permitted ?

The Deputy Minister of Communications (Shri Raj Bahadur): Yes.

Railway Staff Quarters

307. **Shri D. C. Sharma:** Will the Minister of **Railways** be pleased to state :

(a) the number of Railway Guards on the Northern Railway who have been allotted quarters upto the 31st July, 1955; and

(b) The number of such employees who have not been provided residential accommodation ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) 1002.

(b) 749

Indian Shipping Tonnage

308. **Shri D.C. Sharma;**
Dr. Ram Subhag Singh:

Will the Minister of **Transport** be pleased to state:

(a) the total tonnage of Indian ships ping in the overseas shipping (company-wise) ;

(b) the total increase in this tonnage during the last three years;

(c) whether it is considered sufficient to cope with the needs of the overseas trade; and

(d) if not, the extent of increase needed and the steps being taken in the matter ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) A statement giving the required information is appended. [*See* Appendix V, annexure No. 13].

(b) About 40,000 gross registered tons.

(c) No.

(d) No precise estimate of the shipping requirements of the country has been made. But the Reconstruction Policy Sub-Committee on Shipping estimated in 1947 that a target of 2 million Gross Registered tons of shipping would enable Indian Shipping to cater for the entire coastal trade and a reasonable share of the near and distant trades. Out of these 2 million tons, about 4,50,000 tons may be required for the coastal and adjacent trades and the remainder for the overseas trades.

Shipping is in the private sector and the initiative for acquisition and expansion of tonnage rests, therefore, primarily on the Indian shipping companies themselves. The following are, however, some of the important steps taken by the Government to increase the tonnage of Indian Shipping in the overseas trades :—

(1) The Eastern Shipping Corporation Ltd., in which the Government holds the majority shares and controlling interest, has been set up for acquisition of tonnage and operation in the overseas trades;

(2) Loans are being granted to Indian shipping companies at concessional rates of interest for acquiring tonnage.

(3) Further programmes for expansion of shipping in the overseas trades under the Second Five Year Plan are under consideration.

(4) Proposal for setting up a second shipping corporation mainly for operation in tramp trades is also under consideration.

Delhi Road Transport Service

310. **Shri Dhabi:** Will the Minister of **Transport** be pleased to state :

(a) the numbers of break-downs and "missing trips" of the Delhi Road Transport Service buses during the months of April, May and June, 1955; and

(b) what improvements, if any, there have been in these matters, as compared with the previous three months ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a)

	April 1955	May 1955	June 1955	Total
Number of Breakdowns.	385	400	339	1,124
Number of trips missed.	9,571	10,399	9,468	29,438

(b) The number of breakdowns and the number of trips missed during April to June 1955 has decreased by 348 and 5,929 respectively as compared with the previous three months.

Anti-T.B. Drug

311. **Shri Dhabi:** Will the Minister of **Health** be pleased to state:

(a) whether it is a fact that in U.S.A. a medicine, called Strepto-hydrazid, has recently been discovered for the effective treatment of Pulmonary Tuberculosis; and

(b) if so, whether Government have taken or propose to take steps to see that this medicine is made available to T.B. patients in this country ?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) 'Streptohydrazid' has been in use in the U.S.A. for sometime for the treatment of Pulmonary Tuberculosis.

(b) This drug has been available in the market since 1953.

दिल्ली मार्ग परिवहन सेवा

३१२. **श्री नवल प्रभाकर** : क्या परिवहन मंत्री यह बताने की कृपा करेंगे कि :

(क) डी० टी० एस० बसों के लिये कितने शैड हैं, और

(ख) उस में कितने सरकारी हैं तथा कितने किराये पर लिये गये हैं ?

रेलवे तथा परिवहन उपमंत्री (श्री अलगेशन) : (क) तीन ।

(ख) देहली सड़क परिवहन प्राधिकार के दो अपने शड हैं और एक किराये पर लिया हुआ है ।

रेलवे क्वार्टर

३१४. **श्री नवल प्रभाकर** : क्या रेलवे मंत्री यह बताने की कृपा करेंग कि :

(क) दिल्ली में चतुर्थ श्रणी के कर्मचारियों के लिये १९५४ में कितने क्वार्टर बनाये गये; और

(ख) इस कालावधि में इन में से कितने मकान कर्मचारियों को दे दिये गये ?

रेलवे तथा परिवहन उपमंत्री (श्री अलगेशन) (क) क्वार्टर बनाने का हिसाब कलेण्डर साल (Calendar Year) के अनुसार न रख कर आर्थिक साल (Financial Year) के अनुसार रखा जाता है । १९५४–५५ में चौथे दर्जे के कर्मचारियों के लिये दिल्ली में १२५ क्वार्टर बनाये गये ।

(ख) सभी १२५ क्वार्टर चौथ दज के कर्मचारियों को दे दिये गये हैं ।

Coal Mines Provident Fund

315. **Shri Ibrahim** : Will the Minister of **Labour** be pleased to state:

(a) the total annual collection of the Coal Mines Provident Fund in Bihar;

(b) the total amount now in the Fund;

(c) how many persons are contributing to it; and

(d) the number of dead accounts?

The Deputy Minister of Labour (Shri Abid Ali): Presumably the Hon'ble member is referring to the Coal Mines Provident Fund which has headquarters in Bihar. The figures are :—

(a) About Rs. 66 lakhs.

(b) About Rs. 466 lakhs on the 30th June, 1955.

(c) About 3·2 lakhs.

(d) About 66,000.

Central Research Institute, Kasauli

316. **Dr. Satyawadi** : Will the Minister of **Health** be pleased to state :

(a) whether it is a fact that Class IV staff of the Central Research Institute, Kasauli and other such institutes of the Central Government are provided medical facilities ;

(b) if so, the nature thereof ;

(c) since when this scheme has been in operation ;

(d) the annual expenditure on this scheme so far since the year 1945; and

(e) the number of persons benefited therefrom ?

The Deputy Minister of Health (Shrimati Chandrasekhar): (a) Yes.

(b) All Class IV employees of the Central Research Institute, Kasauli and other Central Government institutes located *outside* Delhi are entitled to free medical attendance and treatment under the Central Services (Medical Attendance) Rules, 1944. The Class IV employees of the Institutes situated in Delhi and New Delhi are provided with medical facilities under the Contributory Health Service Scheme.

(c) Since 1st January, 1944.

(d) The annual expenditure incurrd on Class IV employees of the Central Research Institute, Kasauli, is as follows :—

Year	Expenditure
1945—52 . .	No expenditure was incurred during this period as the employees received treatment at local Hospitals free of Charge
	Rs.
1952-53 . .	217/4/3
1953-54 . .	915/14/6
1954-55 . .	1510/5/-

Complete information in regard to other Institutes is not available.

(e) 216 Class IV employees of the Central Research Institute, Kasauli, have so far benefited from the scheme. Complete information in regard to other Institutes is not available.

केन्द्रीय गवेषणा संस्था, कसौली

३१७. **डा० सत्यवादी** : क्या स्वास्थ्य मंत्री यह बताने की कृपा करेंगी कि :

(क) १९४७ से १९५४ तक केंद्रीय गवषणा संस्था, कसौली में जहरीली दवाओं के उपयोग से या जहरीले जानवरों के काटने से संस्था के कितने कर्मचारियों को हानि पहुंची; और

(ख) उन की चिकित्सा पर तथा उन्हें क्षतिपूर्ति देने में कितना वार्षिक व्यय किया गया ?

स्वास्थ्य उपमंत्री (श्रीमती चन्द्रशेखर) : (क) किसी को भी नहीं ।

(ख) यह प्रश्न नहीं उठता ।

Posts and Telegraphs Offices

318. Shri Sivamurthi Swami: Will the Minister of **Communications** be pleased to state the number of new Posts and Telegraphs offices opened in the Hyderabad State in 1954-55?

The Deputy Minister of Communications (Shri Raj Bahadur): 559 post offices and 9 combined offices.

Village Post Offices

319. Shri Sivamurthi Swami: Will the Minister of **Communications** be pleased to state:

(a) the pay-scale given to the village post office workers; and

(b) whether Government propose to increase the scale according to work performed by them?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) Presumably extra departmental employees are referred to. A statement showing the allowances admissible to such employees is placed on the Table of the Lok Sabha. [*See* Appendix V, annexure No. 14].

(b) Most of the Extra Departmental Agents are either employees of Local Bodies or retired officials of Government or other bodies. They are not granted any regular scale of pay, but they are paid a basic allowance plus a fixed rate of dearness allowance. The general question of terms and conditions of service of such employees is under consideration of Government.

Passenger Vessels

320. Shri Jhulan Sinha: Will the Minister of **Transport** be pleased to state the strength of the Indian passenger vessels and the routes on which they ply?

The Deputy Minister of Railways and Transport (Shri Alagesan): A statement is attached. [*See* Appendix V, annexure No. 15].

Sugar Consumption

321. Shri Bishwa Nath Roy: Will the Minister of **Food and Agriculture** be pleased to state the estimated consumption of sugar during the current year as compared to that of last year, upto the end of June ?

The Minister of Food and Agriculture (Shri A.P. Jain): The consumption of sugar during 1954-55 season from 1st November, 1954 to 30th June, 1955 is estimated at 11·08 lakh tons as against 12·11 lakh tons during the corresponding period of 1953-54 season.

डाक व तार विभाग के भवन

३२२. **श्री भक्त दर्शन** : क्या संचार मंत्री यह बताने की कृपा करेंगे कि :

(क) १५ अगस्त, १९४७ से ३१ मार्च १९५५ तक डाक व तार विभाग के भवन

निर्माण कार्यक्रम के अन्तर्गत प्रतिवर्ष कितनी राशि निर्धारित की गई थी; और

(ख) उक्त कालावधि में प्रति वर्ष कितनी राशि का उपयोग किया गया और कितनी राशि व्यपगत हुई ?

संचार उपमंत्री (श्री राज बहादुर) (क)

	राशि लाखों में
१९४७–४८ (विभाजन पश्चात्)	८०.०४
१९४८–४९	१३९.२२
१९४९–५०	१४६.१८
१९५०–५१	१८४.९१
१९५१–५२	१७६.२५
१९५२–५३	२०३.५१
१९५३–५४	२७८.८६
१९५४–५५	३५८.०१

(ख)	प्रयोग में लाई गई राशि	व्यपगत राशि
१९४७–४८	२६.९३	५३.११
१९४८–४९	१०३.३५	३२.८७
१९४९–५०	११०.९७	३५.२१
१९५०–५१	११७.०६	६७.८५
१९५१–५२	१२७.००	४९.२५
१९५२–५३	१५४.७५	४८.७६
१९५३–५४	१४४.३७	१३४.४९
१९५४–५५	१५६.२५	२०१.७६

खाद्य फसलें

३२३. **सेठ गोविन्द दास :** क्या **खाद्य और कृषि** मंत्री यह बताने की कृपा करेंगे कि १९५४-५५ में कुल कितने एकड़ भूमि खाद्य फसलों और कितने एकड़ भूमि वाणिज्य फसलों के उत्पादन के लिये उपयोग में लाई गई ?

खाद्य और कृषि मंत्री (श्री ए० पी० जैन) : प्रमुख खाद्य फसलों और वाणिज्य फसलों के उत्पादन के लिये १९५४–५५ में खेती म लायी हुई कुल एकड़ भाम निम्न प्रकार की है :

खाद्य फसल	क्षेत्र (हजार एकड़ों में)
अनाज	२०८,८२३
दालें	५२,३६८
आलू	५४४*
गन्ना	३,९३२
अदरक	४४
काली मिर्च	२०८
मिर्च	१,४७२
वाणिज्य फसल	
मुख्य तिलहन	२९,३१६
तमाखू	८३७**
कपास	१८,३४६
जूट	१,२७३
मेस्ता	५७१

*यह पहले अनुमान के आंकड़े हैं । अन्तिम अनुमान के आंकड़े अब तक नहीं मिले हैं ।

** यह तीसरे अनुमान के आंकड़े हैं । अन्तिम अनुमान के आंकड़े अब तक नहीं मिले हैं ।

Soil Conservation

324. Shri Hem Raj: Will the Minister of **Food and Agriculture** be pleased to state:

(a) the amount of grants and loans given to the various States for soil conservation and anti-erosion schemes during the last four years; and

(b) the amount utilised by them during the above period, year-wise?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) The Central Soil Conservation Board was constituted in December 1953. Grants to State Governments for Soil Conservation and anti-erosion schemes were made from 1954-55. The following amounts were sanctioned

as grants and loans upto the end of July, 1955.

(i) *During* 1954-55. Rs. 4,36,635/- as grants, and Rs. 27,32,375/- as loan; and

(ii) *During* 1955-56. (upto July, 1955) Rs. 22,85,875/- as grants, and Rs. 24,60,096/- as loan.

(b) The information is being ascertained from the State Governments and will be placed on the Table of the Sabha when received.

Complaint Against Railway Official

325. Shri S. L. Saksena: Will the Minister of **Railways** be pleased to refer to the reply given to Unstarred Question No. 1124 on the 28th April, 1955 and state:

(a) whether the case against the Medical Officer has since been investigated; and

(b) if so, the action taken against the officer concerned ?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Yes.

(b) The charges were found baseless.

Accidents in Kolar Gold Fields

326. Dr. Rama Rao: Will the Minister of **Labour** be pleased to state the number of accidents and number of workers involved in these accidents in the Kolar Gold Fields during the last three years?

The Deputy Minister of Labour (Shri Abid Ali): The information is given below :—

Year	Number of accidents		Number of Persons	
	Fatal	Serious	killed	injured
1952 . .	12	704	40	716
1953 . .	3	865	6	872
1954 . .	13	978	20	998

सम्पत्ति का प्राप्त करना

३२७. **श्री सिंहासन सिंह** : क्या रेलवे मंत्री यह बताने की कृपा करेंगे कि :

(क) उत्तर-पूर्व रेलवे के कितने कर्मचारियों न सरकारी कर्मचारी आचरण नियमों के अन्तर्गत अपने प्राप्त धन से मकान बनवाने अथवा अन्य सम्पत्ति प्राप्त करने के बारे में जनवरी १९५५ मे रेलवे अधिकारियों को सूचना दी है;

(ख) गोरखपुर के कितने रेलवे कर्मचारियों ने अपने नाम में, अपनी पत्नियों अथवा अन्य रिश्तेदारों के नाम में मकान बनवाये हैं और क्या उन्हों ने इस बात की सूचना अपने अधिकारियों को दी है ;

(ग) यदि हां, तो क्या इस बात को सुनिश्चित करने के लिये कोई जांच की गई है कि सम्बन्धित कर्मचारी अपनी आय से उन मकानों को बनवा सकते ; और

(घ) क्या सरकार ऐसे व्यक्तियों के विरुद्ध कार्यवाही करने का विचार रखती है जिन्हों ने नियमों के अन्तर्गत सम्पत्ति प्राप्त करने की सूचना सरकार को नहीं दी ?

रेलवे तथा परिवहन उपमंत्री (श्री अलगेशन) : (क) कोई नहीं ।

(ख) गोरखपुर के किसी रेल-कर्मचारी ने अभी तक इस तरह की कोई सूचना नहीं दी है कि उस ने अपने, अपनी पत्नी या रिश्तेदारों के नाम पर कोई मकान बनवाया है । फिर भी जो सूचना इकट्ठी की गई है उस से नीचे दी गई बातें मालूम हुई हैं :—

(१) उन कर्मचारियों की संख्या जिन्हों ने अपने नाम पर मकान बनवाये हैं १२

(२) उन कर्मचारियों की संख्या जिन्हों ने अपनी पत्नियों के नाम पर मकान बनवाये हैं १

(३) उन कर्मचारियों की संख्या जिन्हों ने दूसरों के साथ (भाइयों के साथ) मिल कर मकान बनवाये हैं २

(४) उन कर्मचारियों की संख्या जिन्हों ने अपने नाम पर जमीन खरीदी है ४

(ग) एक मामले को छोड़ कर जिस में किसी बाहरी आदमी की शिकायत पर एक

ट्रैफिक इंस्पैक्टर के खिलाफ विभागीय जांच (departmental enquiry) की गयी थी, दूसरे मामलों में अब तक जांच नहीं हुई है ।

(घ) इस पर विचार किया जा रहा है ।

Thefts in Railway Workshops

328. **Shri D. C. Sharma:** Will the Minister of **Railways** be pleased to state:

(a) the value of goods stolen from the Railway Workshops during 1954-55;

(b) the number of persons caught stealing goods from the workshops during the above period;

(c) the number of persons against whom suits are pending in courts; and

(d) the number of persons convicted?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) to (d). The information is being collected and will be supplied in due course.

Shortage of Wagons

329. **Shri Tulsidas:** Will the Minister of **Railways** be pleased to state:

(a) whether any complaints for the non-availability of booking facilities at Wadi Bunder and Carnac Bunder Stations in Bombay have been received recently;

(b) if so, the nature thereof ; and

(c) the steps taken to remove those difficulties?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) and (b). Some complaints were received about the delay in the supply of wagons at Wadi Bunder and the infrequency of booking to certain sections from this goods shed and about the delay in acceptance of goods traffic at Carnac Bridge Goods shed for local destinations.

(c) In the case of Wadi Bunder, measures such as increased wagon supply has been arranged and goods shed accommodation is being extended with a view to facilitating quicker release of inward loaded wagons, thereby allowing ailability for outward traffic.

As regards Carnac Bridge, the conditions have since improved and the frequency of acceptance of traffic for local stations has consequently increased. The question of provision of additional facilities is under consideration.

Rolling Stock

330. **Sardar Iqbal Singh:** Will the Minister of **Railways** be pleased to state the number of engines and boilers manufactured in the Chittaranjan Locomotive Works in 1954 and in the first quarter of the current year?

The Deputy Minister of Railways and Transport (Shri Alagesan):

Locomotives (Complete with boilers)	
1954	86
1955 (From 1-1-55 to 31-3-55)	30
Boilers (Spare)	Nil.

Janta Train

331. **Shrimati Ila Palchoudhury:** Will the Minister of **Railways** be pleased to state:

(a) whether 'India's First Corridor Train' which it is reported will be exclusively for third class passengers and which will run between Delhi and Calcutta from the 2nd October, 1955, will be a 'Passenger' or 'Fast Passenger' or an 'Express' train;

(b) the passenger carrying capacity of the train;

(c) the number of bogies comprising the train;

(d) whether there will be 'Sleeping bogies' on this train; and

(e) whether there will be a separate bogie for long distance passengers also?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Express.

(b) About 640 seats.

(c) Twelve bogie coaches.

(d) Yes, one.

(e) Yes, for passengers travelling 300 miles and over.

Food Stock

332. **Dr. Rama Rao:** Will the Minister of **Food and Agriculture** be pleased to state:

(a) the quantity of rice and wheat in Government stock on the 1st July, 1955;

(b) how much of rice imported from Burma during 1953-54 is still in stock;

(c) the total estimated loss thereon; and

(d) how much wheat and rice are expected to be purchased during the year 1955-56?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) 1,366 thousand tons rice and 303 thousand tons wheat.

(b) Nil.

(c) In view of reply to part (b) this question does not arise.

(d) No rice is expected to be imported and it is too early to say if it would be necessary to purchase any to give support to prices. So far 77 thousand tons of indigenous wheat has been purchased by Government under the Price Support Policy. Further purchases of wheat, if any, are likely to be small. It has not yet been decided what quantity of wheat, if any, should be imported.

New Sugar Factories

333. Shri M. L. Agrawal : Will the Minister of **Food and Agriculture** be pleased to state:

(a) the names of the persons, State-wise, who have applied for permission to set up new Sugar Factories in the coming season:

(b) which of them are from—

(i) Individual Industrialists,

(ii) Companies of Industrialists; and

(iii) Co-operatives;

(c) the applicants, State-wise, who have been accorded permission; and

(d) the conditions which have to be satisfied for giving permission for starting new sugar factories?

The Minister of Food and Agriculture (Shri A. P. Jain): (a) to (c). A statement showing the particulars of applications received for setting up of new sugar factories since the coming into force of the Industries (Development & Regulation) Act, 1951, and the applicants granted licences so far, is appended. [*See* Appendix V, annexure No. 16]. The undertakings marked with asterisk are expected to come into production during the coming season, 1955-56.

(d) The following factors are taken into consideration while dealing with applications for establishing new sugar factories:—

(i) The suitability of the proposed site having regard to—

(a) availability of sugarcane and facilities for transporting the crop to the factory;

(b) possibility of developing sugarcane cultivation in the area having regard to available irrigation facilities, the weather conditions and other relevant factors;

(c) whether land is available for the mill to have its own plantation so that high yielding varieties could be grown and cost of production reduced;

(d) whether installation of the proposed mill will result in congestion in the area concerned; and

(e) the extent of facilities available in regard to supply of water, lime and lime-stone, power and communication;

(ii) The financial resources of the applicants and their experience in the line.

(iii) Whether the machinery proposed to be installed is adequate for the proposed capacity and whether the equipment is balanced and of modern design to secure maximum efficiency.

चीनी

३३४. श्री के० सी० सोधिया : क्या **खाद्य और कृषि** मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या सरकार आयात की गई चीनी के वितरण के सम्बन्ध में पिछले साल जो व्यवस्था थी उसमें कोई परिवर्तन करने का विचार करती है; और

(ख) यदि हां, तो किये जाने वाल परिवर्तनों का स्वरुप क्या है ?

खाद्य और कृषि मंत्री (श्री ए० पी० जैन) : (क) तथा (ख). पिछले साल आयात की हुई चीनी के वितरण की व्यवस्था यह थी कि सरकार द्वारा नियत की हुई

एक समान दरों पर बिक्री के लिये टेन्डर मंगवाये जाकर डिलिवरी बन्दरघाट से दी जाती थी अथवा भारत के किसी भी स्थान पर जहां खरीदार माल मंगवाता वहां की स्टेशन तक रेल किराया न भमूल कर (एफ० ग्रो० आर०), डिलिवरी दी जाती थी। यह व्यवस्था जिस के अनुसार रेल किराया न लेकर माल स्टेशन तक पहुंचा दिया जाता था (एफ० ग्रो० आर०), १ फरवरी, १९५५ से बन्द कर दी गई। आयात की हुई चीनी जो अब बिक्री की जाती है, उस में डिलिवरी बन्दरघाट से या गोदामों से दी जाती है। इस व्यवस्था में परिवर्तन करने का इस वक्त विचार नहीं है।

Special Trains

335. Shri Veeraswamy: Will the Minister of **Railways** be pleased to state:

(a) the number of special trains run by the Southern Railway in connection with *Maha Kumbadhishekam* Festival at Chidamabaram on the 7th July, 1955;

(b) the names of the stations from and to which the special trains were run;

(c) whether it is a fact that a special Railway Time Table was printed and issued on this occasion;

(d) if so, the cost of printing?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) 71 special trains were run during the Festival period from 4-7-55 to 11-7-55, out of which 19 were run on 7-7-55.

(b) These special trains were run between the following stations :—

Mayavaram and Villupuram.
Madras Egmore and Chidambaram.
Madura and Chidambaram.
Karaikudi and Chidambaram.
Trichinopoly and Chidambaram.
Mayavaram and Tiruvarur Junction.
Mayavaram and Tanjore.

(c) Yes.

(d) Cost of printing of six hundred and fifty copies of the special time-table, and of 759 copies of the sheet time-table, was approximately Rs. 128/-.

Late Running of Trains

336. Shri S. V. L. Narasimham: Will the Minister of **Railways** be pleased to state the average time of delay during 1954-55 in the running of trains between (i) Masulipatam and Narasaropet and (ii) Rapalle and Guntur?

The Deputy Minister of Railways and Transport (Shri Alagesan): The average daily late arrival per train at destination, ranging from right time arrivals in certain cases to relatively heavy late arrivals in others, is as follows:—

(i) *Masulipatam-Narasaropet Section*

(a) Masulipatam-Bezwada section. 29 minutes.

(b) Bezwada-Narasaropet section. 10 minutes.

(ii) *Repalle-Guntur Section* 9 minutes

Medical College in India

337. Shri S. V. L. Narasimham: Will the Minister of **Health** be pleased to refer to the reply given to Starred Question No. 501 on the 29th November, 1954 and state:

(a) the names of the Medical Colleges in the country which receive grants from the Central Government;

(b) the number of students admitted therein; and

(c) the number of Scheduled Castes, Scheduled Tribes and Backward Classes students in each college in proportion to the total number?

The Deputy Minister of Health (Shrimati Chandrasekhar) : (a)

1. Lady Hardinge Medical College, New Delhi.
2. Christian Medical College, Ludhiana.
3. Christian Medical College, Vellore.

(b) and (c). A statement is laid on the Table of the Lok Sabha. [*See* Appendix V, annexure No. 17].

Leper Colonies

338. Shri Rishang Keishing: Will the Minister of **Health** be pleased to state:

(a) the number of leper colonies being run by Government and non-Government organisations in Manipur;

(b) the number of lepers in each of the colonies;

(c) whether Government are aware that majority of the lepers in the colonies are from the Tamenlong Sub-Division; and

(d) if so, the steps taken by Government to check the spread of this disease there?

The Deputy Minister of Health (Shrimati Chandrasekhar) : (a) to (d). The information is being collected and will be placed on the Table of the Sabha in due course.

Post Offices in Manipur

339. Shri Rishang Keishing: Will the Minister of **Communications** be pleased to state the number of the Branch Post Offices opened in Manipur so far since 1952?

The Deputy Minister of Communications (Shri Raj Bahadur) : 41 during the period 1-4-1952 to 31-7-1955.

Prices of Rice in Imphal

340. Shri Rishang Keishing: Will the Minister of **Food and Agriculture** be pleased to state:

(a) the rates at which paddy and rice are sold at present at Imphal; and

(b) the measures adopted by Government to ensure that the paddy growers fetch a fair or an economic price.

The Minister of Food and Agriculture (Shri A. P. Jain): (a) and (b). The information is being collected and will be placed on the Table of the Sabha in due course.

Telegraph Office (B'npur)

301. Shri Subodh Hasda: Will the Minister of **Communications** be pleased to state:

(a) whether it is a fact that Government have received a proposal for the setting up of a telegraph office at Binpur in Midnapore District, West Bengal; and

(b) if so, when it is likely to be opened?

The Deputy Minister of Communications (Shri Raj Bahadur): (a) and (b). No proposal was received. The possibility of opening the telegraph office was, however, examined in the context of the present policy to provide telegraph facilities at Thana Stations in States without Tehsils. As the scheme involves heavy loss, it has been postponed for consideration next year.

Scheduled Tribes

342. Shri Subodh Hasda: Will the Minister of **Railways** be pleased to state:

(a) the total number of employees belonging to Scheduled Tribes employed in the different grades in the Eastern Railway at present:

(b) whether Government have fixed any quota for the Scheduled Tribes for employment in this Railway; and

(c) if so, whether the quota for 1954 has been filled up?

The Deputy Minister of Railways and Transport (Shri Alagesan): (a) Total as on 1-1-1955.

Class I—
Class II—
Class III 236
Class IV 5361.

(b) Yes. In vacancies filled by direct recruitment in Class I, II and III posts the scale of pay of which rises upto Rs. 300/- p. m. or more—5%. In vacancies filled by direct recruitment in Class III posts the scale of pay of which does not rise upto Rs. 300/- and all Class IV posts—14 per cent.

(c) Complete information for the whole year is not yet available. It is being collected and when ready will be placed on the Table of the House.

Dock Workers Union—Calcutta Port

343. Shri Subodh Hasda: Will the Minister of **Labour** be pleased to state:

(a) whether the Dock Workers Union of Calcutta Port have submitted any Memorandum to the Government of India for an increase in wages; and

(b) if so, the decision taken by Government in the matter?

The Deputy Minister of Labour (Shri Abid Ali): (a) No.

(b) Does not arise.

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LOK SABHA DEBATES

(Part II—Proceedings other than Questions and Answers)

LOK SABHA

Friday, 12th August, 1955

The Lok Sabha met at Eleven of the Clock.

[MR. SPEAKER *in the Chair*]

QUESTIONS AND ANSWERS

(See Part I)

12 NOON

MOTION FOR ADJOURNMENT

FLOODS IN UTTAR PRADESH

Mr. Speaker: I have received notice of an adjournment motion. I shall read it.

> "The miserable plight and great hardship caused to a vast population and a very large number of villages in the districts of Ballia, Ghazipur, Azamgarh, Deoria and Gorakhpur in U. P. as a result of the rising of rivers Ghagra and the Tons for the second time and the failure of the Government of India and its Ministers to take prompt and adequate steps to provide immediate relief and adopt such other methods as are necessary for the purpose."

Of course, I am not inclined to admit this motion but as the subject is important, I would request the hon. Minister to give the facts if he can give them now. I might also say that the hon. Minister stated on a previous occasion that he would be making statements about the flood position from time to time. I do not know how far he will be able to do it in future. It is better if he does.

The Minister of Planning and Irrigation and Power (Shri Nanda): May I say a few words? It is the rainy season still and rains are bound to fall occasionally. There has been some rain in that area after I visited that place. I have tried to contact the authorities in the U. P. and just a few minutes ago, I was able to obtain the latest information. I am told that everywhere the situation is improving. Floods are gradually receding; but patches of water have been left behind in places. There has been no further heavy rainfall. It is stated that there has been some more local rainfall since then, but not a very heavy rainfall and as such there is no immediate danger of the rivers rising again very much. Damage to crops and property is being assessed and all necessary relief measures are being taken. Up till now, a sum of about Rs. 50 lakhs has been sent to the areas in distress for payment as gratuitous relief and taccavi loans.

In the earlier statement which I laid on the Table of the House,—and I also made an oral statement,—I pointed out both the circumstances in which the situation there had arisen and the steps that were being taken, both immediate and short term which will be taken in the course of this year and later on. Nothing has happened since then which calls for any more details being given immediately. But, in view of the anxiety of the hon. Member, we shall secure all further information in detail from the U. P. Government.

श्री चिम्ट्रीत मिश्र (सारन व चम्पारन) : क्या मंत्री महोदय बिहार के बारे में भी बतलाने की कृपा करेंगे ? मैं ने रूल २९६ के अधीन उन का

[श्री विभूति मिश्र]

एंटरटेन कल किया था २ तारीख को और आज १२ तारीख हो गई ।

अध्यक्ष महोदय : इसी लिये मैं ने उन से कहा कि वह वक्त वक्त पर स्टेटमेन्ट दें तो ठीक होगा ।

Shri V. G. Deshpande (Guna): They have done nothing after that.

Shri Nanda: I am going to lay a statement on the Table of the House in the next two or three days which will cover the States of Assam, Bengal, and Bihar and any further information about the U. P. that might become available.

Shri S. L. Saksena (Gorakhpur Distt.—North): In view of the widespread floods in the country, will the Government consider allotting one day for discussing the flood situation all over the country?

Mr. Speaker: What is the idea of the Government?

Shri Nanda: I have not followed what the hon. Member has said.

Mr. Speaker: Let us first have the facts clarified. As the hon. Minister said, the rains are yet on and the situation is changing. The present adjournment motion refers to a second instalment of rains, I think, let them collect all the facts. Let us be then ready with the facts for a further discussion. At present, the situation is a continuing one unfortunately, and a changing one.

Shri Nanda: But, fortunately, as the reports which I have received show, it is not so bad. The apprehensions are not well founded. It has not been a very heavy rain, after I made the earlier statement. It was a very much worse position when I made that statement.

Mr. Speaker: Let us now proceed to the next business.

ABDUCTED PERSONS (RECOVERY AND RESTORATION) CONTINUANCE BILL.

The Minister of Works, Housing and Supply (Sardar Swaran Singh): I beg to move for leave to introduce a Bill to continue the Abducted Persons (Recovery and Restoration) Act, 1949, for a further period.

Mr. Speaker: The question is:

> "That leave be granted to introduce a Bill to continue the Abducted Persons (Recovery and Restoration) Act, 1949, for a further period."

The motion was adopted.

Sardar Swaran Singh: I introduce the Bill.

COMPANIES BILL

Mr. Speaker: The House will now proceed with the further cosideration of the following motion:

> "That the Bill to consolidate and amend the law relating to companies and certain other associations as reported by the Joint Committee, be taken into consideration."

Shri Sadhan Gupta (Calcutta South-East): Day before yesterday, when I was speaking, I had shown.....

Mr. Speaker: I might remind him that he has already taken 29 minutes. Remembering that, he may proceed with his further comments.

Shri Sadhan Gupta: I had shown the necessity of loosening the foreign grip over our economy and how it could be done. I was also trying to show the futility of the claim that this Bill would end all abuses in the matter of company management. In that connection, I was dealing with the managing agency system. I had shown how through interlocking of business, managing agencies were able to defraud the Government and

defraud the employees: defraud not only the Government, not only the employees, but even the shareholders of the managed companies. There are a variety of means by which they defraud the shareholders. There is the buying and selling agency. As regards the buying agency, we know that that device does away with the check on the quality of the goods supplied, and with the check on the price of the goods supplied because the managing agency which buys it on behalf of the company also sells it to the company. Selling agencies have also led to a variety of abuses including blackmarketing and other things. The Income-tax Investigation Commission Administration Report reveals an alarming state of affairs in this respect. Apart from the buying and selling agencies, they have enumerated a number of means by which the managing agencies defraud the shareholders, the Government and other persons concerned, the consumers.

[MR. DEPUTY-SPEAKER *in the Chair*]

They have listed the devices of inflating the costs of production. They say that the managing agents show fictitious purchases of raw materials which were never made or show purchases through a chain of intermediaries who are really *benamidars*, and who eat up the profits which should belong to the company, and thereby defraud the Government and the shareholders alike. They partially suppress the sales and understate the production correspondingly. They show exhaustion of stores by showing excessive consumption or false consumption and then sell in blackmarket or re-sell to the company at an inflated price. Materials which are never required are shown as consumed and wastage is inflated. False debits are made either of capital expenditure and shown as ordinary expenditure or of fictitious sums which were never spent at all. I can do nothing better than read the passage of the report of the Investigation Commission regarding this. They say:

"Managing agents of companies, particularly textile mills, had been found to have made secret profits for themselves in various ways prejudicial alike to the revenue and to the shareholders. Costs of production have been inflated by making entries of purchases of raw materials never made or made through a chain of intermediate concerns which where merely *benamidars* of the managing agents and each of which added to the cost by charging some profit and thereby reduced the profits of the main companies. Sales were partly suppressed and in aid of the suppression, the production was under-stated. Store materials were exhausted by showing excessive consumption and the materials falsely shown as consumed were either sold in the black market or re-sold to the company itself at inflated prices in later years. Materials never required by or used by mills such as firewood or charcoal were nevertheless shown as purchased and consumed. The wastage was inflated. The manufactured goods were ostensibly sold at controlled prices, but the parties to whom they were sold were really *benamidars* of the managing agents and they generally had their place of business in some Indian State from where the goods were passed on to the black market in the interests of the managing agents, and when the quota system was introduced, large sums in excess of the proper price was received as the consideration for supplying the particular kinds of goods wanted by a consumer; and lastly, false debits were made in the repairs accounts either of what was really capital expenditure or of sums never spent at all."

This shows the variety of ways in which managing agencies have led to abuses. I defy any one to say that these abuses can be rooted out except by rooting out the managing agency system itself.

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The same thing applies to the institution of Secretaries and Treasurers which are sought to be given legal recognition by this particular Bill. The Secretaries and Treasurers should also go the same as the managing agency should go, that is to say, the way of extinction.

I now come to the question of directors. Their remuneration has been fixed pretty high, at Rs. 50,000 which I think is a little too much for companies which suffer losses. Apart from that it has been sought to limit the number of companies on which directors may serve as well as the number of companies that managing agents should manage. There is nothing sacred in a number. Number is important in the case of managing agents only in so far as it prevents interlocking. Apart from that, there is no magic in any number. The principle which should govern these matters in the case of managing agents is the question of concentration of economic power and the question of concentration of wealth in a few hands. It may be necessary to reduce numbers for the purpose of interlocking, but for the purpose of preventing concentration of wealth and concentration of control over certain industries or a substantial sector of certain industries, we must look not to numbers but to the size of the concerns. Therefore, in limiting the capacity of management, in limiting the right of management in the case of the managing agency, what we should do is to restrict it both by numbers as well as by size of the company. In time I hope to propose amendments to the relative clauses to give a scheme for reduction by numbers as well as by size.

The same thing applies to the case of directors. In the case of directors, another principle comes into play for the purpose of imposing limitations, which is the principle of efficiency. The Bill has provided that a director can be a director of 20 companies. I can say, I think, without any fear of challenge, that unless the director is a sinecure he cannot be expected to manage 20 companies efficiently. He cannot be expected to put in that amount of work for the 20 companies for which he receives remuneration. Therefore, this allowance of 20 companies is nothing but encouraging sinecure directors in the case of some companies. Therefore, in the case of directors also what we should aim at is to prevent undue concentration of wealth and to increase efficiency of management. Now, for both these purposes, we should impose limitations by numbers—yes, in the interests of efficient management the number of companies must be limited—but also by size, because in the interests of preventing concentration of wealth the size of the companies also must be limited. And in this respect also, I propose to move certain amendments.

Then I come to the question of audit. I welcome the provision that Government companies are to be audited by the Comptroller and Auditor-General. That is a good thing, but there is a snag in it. The Government company is only a company where Government controls 51 per cent. of the shares. May I ask why? Does it not represent an outlook in which the only persons that are interested in the company are the shareholders and no one else? Is it a proper outlook to take in the case of a Government company? When the Government invests its money, it is the money of the public, and whatever money it invests, the people are interested in the affairs of the company and it does not matter two hoots whether the shareholder has 51 per cent. or 80 per cent. or 90 per cent. of the shares. As soon as public money goes into it, the people are interested in the company, interested in seeing that the affairs of the company are properly conducted. I would go even further. Apart from the question of Government's investments, there are cases where Government guarantees certain loans in the case of certain companies. Why should not Government insist that their affairs should also be audited by a competent, impartial auditor?

And therefore, I would also demand that in the case of companies in which the Government has any financial interest either by way of interest or by way of giving a guarantee or by way of giving a loan, whatever it is, the Auditor-General should audit its affairs and it should be a Government company for that purpose. And even in the case of Government investments I would demand that the percentage of Government investments for the purpose of bringing it into the class of Government companies should be very drastically reduced, because we know that there are certain very important oil ventures in our country which have world-wide ramifications, which carry on all sorts of political activities all over the world, and which have become partners with the Government in these ventures. And they have become partners with a major share, and Government have a comparatively minor share only. So, under the Bill as it has emerged from the Joint Committee, the Auditor-General will have no power to audit their affairs. But I want, and I think the entire people of the country want, that these foreign concerns should be very vigilantly watched, and particularly by the Auditor-General.

Then, we want that there should be a ceiling on dividends. We know that in this poor country of ours, dividends to a very unconscionable extent have been paid. Where the people are poor, we have seen dividends ranging up to anything over a hundred per cent. This should not happen; this should simply not happen. I think it is very reasonable thing to limit the dividends to say, two or three per cent. above the bank rate or at most double the bank rate. There should be no dividend paid above that rate. In a country where the people are struggling for the bare necessities of life, it is a luxury for anyone to claim that he would have a dividend without doing anything but simply by investing money, at a rate higher than two to three per cent. above the bank rate or double the bank rate. We would urge that the extent of dividend be ceiled at some level of that kind.

Then, I have something to say about the controversy over whether there should be a statutory authority to administer the company law or the Central Government should administer it. In this connection, I do not want to create any illusion that the Central Government is a very great champion of popular interests, and that in its hands we are safe against abuse of company law. But there is one thing we must say in favour of the Central Government's control as distinct from that of a statutory corporation. We know it from our experience that a statutory corporation when it is constituted is usually representative of big business in such matters. It is as bureaucratic as the Government themselves, and to make matters worse, it has a considerable representation of big business.

Shri M. S. Gurupadaswamy (Mysore): Why can you not prevent it?

Shri Sadhan Gupta: It is impossible to prevent it with a Government of the kind we have.

There will be bureaucracy, and there will be big business in that, and the only difficulty is that there will not be any criticism. But if the Central Government have the administration of the company law in their own hands, then we may, from this House as well as from the other House, keep a vigilant watch, and pester it with questions or cut motions or debates on motions and all things of that kind. But in the case of a statutory corporation, that sort of thing becomes impossible. (*Interruption*) My hon. friend Shri Kamath says that Government are impervious. We are not unaware of that fact. But still there is something, when we have a vigilant watch from the House, when at every stage, we can focus the light of exposure on the misdoings or the absence of doing of Government. We may expect some profit out of it. But in the case of the statutory corporation we shall have no such safeguard, and on the other hand, they will go the same way as the Industrial Finance Corporation or other

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similar institutions have gone. Therefore, between the two evils, I would rather choose Government. In one we have bureaucracy and the other evils with criticism, and in the other we have bureaucracy and the other evils without criticism. So, I would rather choose the one which will be subject to criticism to a larger extent by the two Houses of Parliament.

With proper changes, the Bill may yet serve a useful purpose. It may be so amended that foreign grip may be loosened, if not at present—because I know that this Government are very reluctant to interfere with existing vested interest—at least in the future. If we take proper steps, foreign grip may be loosened. The Bill may be amended to strike at some of the existing sources of abuse, though within the present structure, abuses can never be completely liquidated. In particular, we want a total ban on foreign equity capital. If that ban does not come, then we want foreign equity capital to be confined only to those sectors in which national industry cannot engage. Failing even that, we want foreign equity capital, and foreign investments to be drastically regulated by fixing for them a small percentage in any investment. We want the total abolition of managing agencies, secretaries and treasurers; and failing that, we want limitation of these institutions with reference to the number as well as the size of the companies. We want the reduction of the remunerations proposed for managing agents, secretaries, treasurers and directors; and we certainly oppose the principle mooted by the Finance Minister to give the companies the option of increasing remuneration. We want limitation of the number of directorships also by number and size. We want ceiling on dividends. And we want public audit of all companies in which Government have an interest.

Finally, I have a word to say about some of the devices which Government have adopted to counteract the abuses, whether it is in the case of the managing agent or in the case of the secretaries and treasurers. For example what the Bill has provided for is that the grant of buying and selling agencies to managing agents would require a special resolution in a general meeting. Now, what is the use of this special resolution? We know that the Bombay Shareholders' Association in their memorandum before the Bhabha Committee have shown us that if the managing agents could muster thirty percent. of the voting strength, they could have a special resolution passed, because the small shareholders are dispersed all over the country and therefore they cannot take any interest in the meetings, and therefore, the attendance is very small. Now, in view of the abolition of the disproportionate rights, it may be that the limit will be a little raised, and they may have to control a little more of the number of votes. Formerly, they could have a special resolution passed by controlling twenty-five per cent. of the votes. They could do that in many ways. Now, perhaps, it will be a little more than that, say, thirty or thirty-three per cent; for, asuming that only fifty per cent. attend the meeting, only 37½ per cent. would be required to pass a special resolution. Therefore, the requirement of special resolution is absolutely useless and would act as no check on the abuses.

I would again request the Finance Minister to consider from this point of view also whether he would try to do away with the abuses by such an illusory thing or altogether root out the source of the abuse itself.

Shri K. P. Tripathi (Darrang): When this Bill was discussed last time before it was referred to the Joint Committee, it was expected that the managing agency system would be abolished, and for that purpose proper provisions would be made in this. But, unfortunately, no decision about its abolition has been taken. What has been done is that provision has been made that Government may declare certain industries in which managing agencies should not exist, if they so like; but if they do not like it, then they may continue the managing agency system for even a hundred years. Now,

obviously this is said to be a middle course. But I humbly submit that it does not reflect the desire of this House, when we referred it to the Joint Committee, nor does it reflect the desire of the country. I think the country discussed this question in 1934 and 1936 also, and then also a demand was made for its abolition. At that time also, it was said that it was better to curb it and reform it. But all attempts at curbing and reforming failed, because after all, where money is concerned, it is not so easy for the reason that moral considerations do not apply there. More money, more corruption, corruption from our point of view, from the people's point of view, though it is not regarded as corruption from the point of view of the managing agents. Therefore, however we may try, it is not possible to reform this system.

Now, whatever might have been the case before, after this House had decided that we were going to have a socialistic pattern of society, it was incumbent on the Joint Committee to think further. Socialism is not going to come from concentration of wealth and power in the hands of a few individuals. From that point of view, I submit that this question was not considered enough and, therefore, it was not decided that managing agencies should be abolished. The powers which have been retained in the hands of the managing agencies are very far-reaching indeed. It is said that remuneration has been reduced to some extent and, therefore, the power also would be reduced. But I have to submit that in spite of that, the power will remain and this power will have to be curtailed. If we want really a socialist democracy, concentration of power of this type, in individual hands is not going to bring socialism nearer. It is said that managing agency has nothing to do with socialism because there are countries which are capitalist in which managing agency does not exist. I humbly submit that it is a negative way of looking at the thing. When we are going to promote a socialistic pattern of society in the country, we have to determine what are the structural changes which should be brought about in the country. I only submit that from that point of view, this was not properly considered. If it has been considered, then a limit should have been laid down. It is said that if a limit is laid down, then within that limit the managing agents will try to create as much corruption as possible, and possibly eat away the companies. I think that argument does not apply, because even within the limit of those controls which are guaranteed to the Government, they will be able to check the managing agencies, provided those control are effective. If they are not, then the provisions condemn themselves. If there are sufficient controls, then Government will be able to apply those controls, and if they apply those controls, it would not be possible for the managing agencies to eat away the companies.

Now, I am not one of those who believe that as soon as the managing agency system is abolished, suddenly there would be a vacuum. Nature abhors vacuum. Therefore, these employers, these managing agents, these controllers of industries, would not suddenly disappear; they will try to change colour and try to be in management of industries, whatever the nature of the industrial structure we might determine. Therefore, if you provide for secretaries and treasurers, they will merely purchase shares in the company and try to become secretaries and treasurers; if you provide only for managing directors, they will try to be managing directors. I have not been able to understand this theory of vacuum. I personally feel that whatever might have been the necessity for managing agencies in the past, in view of the changes that have occurred in the capital structure of the country, they are no longer necessary. The Finance Minister himself has taken power and brought about certain changes in the credit structure of the country, particularly with regard to agricultural finance, industrial finance, the system of guaranteeing foreign

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loans to industries, with regard to floating other financial corporations and institutions, which shows that, by and large, the theory that these people, the managing agents,—provide capital formation has been belied. Even with regard to small savings, it is the Government which have given the drive, and have collected the money and given loans. Therefore, the whole capital structure has changed. The Reserve Bank's report itself says that only 25 per cent. of capital formation in terms of credit occurred through managing agents in 1951 and 1952. If it has been reduced to that extent, it shows that other institutions have come into the field and capital formation is occurring through these other sectors, which are the major sectors. Therefore, the time has come when this system should go.

Obviously this system has become very unpopular and people have no longer any faith in it. People are not going to subscribe to shares when called for by these people. The present share market is controlled by these people and the transactions occurring there occur through these people. The other investors have been scared away, and unless and until this practice is changed, the other investors will not be brought in. They will come in if the Government venture into these schemes of investment. Therefore, from all these points of view, I was thinking that it would have been better if a time-limit had been set for abolishing this system. It would have been better in this way also: Government themselves are exercised as to how an alternative system of management would grow in the country. No alternative system can grow, I humbly submit, if this system remains. If the managing agents know that they will have to go after a certain time, then only they will change themselves into secretaries and treasurers or merely directors. If they know that by merely bringing pressure on the Government they can continue, they will try to continue as they are. I submit that the amount of pressure which will be brought on the Government machinery which will control this will be tremendous. It will be pressure of power as well as money and it is highly wrong for any Government to determine a machinery which is subject to such tremendous pressure. I can quite foresee and realise that there will be many occasions on which the exercise of this power will be vitiated by this type of influence by the managing agents. I think it would be quite wise for this House to reconsider the decision on the question whether a time-limit should be set or not.

Some people think that there is not enough managing personnel in this country which can shoulder the burden. I think there is sufficient personnel in this country but because there is a tie between the managing agents of companies and banks therefore the attempt is made that the whole managerial structure should remain as a special preserve in a few hands. If this grip is loosened, I have no doubt that it will be found that a very large percentage in our country is capable of shouldering this managerial responsibility. Even if Government think that sufficient people are not there, it is the duty of Government to start institutions which can train personnel for this managerial capacity. Within five or six years such institutions could be started and managerial cadre might be trained.

If it is true that we have sufficient managerial talents, if it is true that capital formation is no longer occurring through the managing agents, then why should we retain this managing agency system? I think that because of these developments and because the credit structure has been completely changed by the Government itself there is no longer any necessity and if we abolish this system in the near future the country's ship would not flounder.

We have decided on a socialistic pattern of society. But what are the criteria of a socialistic pattern? They

have not been fully brought out in this company law. Obviously, the question of workers has been completely omitted. Most responsible people say that workers are shareholders in the industry but when we try to find out whether we are shareholders we find that we have been completely omitted from this company law. If we are shareholders then we should find a place somewhere—Where is that place? Government have taken powers to nominate two directors where the minority shareholders are oppressed. What about the workers who are also oppressed? If you think that a really socialistic pattern of society has to be evolved then, as the workers are shareholders in the industry, we shall have to take powers into our hands so that we might nominate representatives of the workers where there are good trade unions in industries, where the trade unions represent more than 50 per cent. of the workers. Government should take power in their hands to nominate from them their representatives on the directorate. That would be greatly advantageous because we do not get a large amount of information and a great deal of shady things happen. But, if you, by any chance, get these representatives of the workers on the directorate, then a lot of corruption which we are faced with today will be reduced and to that extent both the company as well as the consumers in the country will benefit.

With regard to remuneration also in the present structure of the country it is said that the workers are only entitled to wages. If they are starvation wages they are entitled to starvation wages only. As soon as the turnover is converted into profit, then it becomes the private property of the employer and the managing agents and the workers have no share. It was expected that the present tribunals in this country would be able to change this, that they would be able to bring about a change by which the worker would get a share in the profits. But unfortunately, the tribunals have ruled in such a way that the workers have been practically denied any share in the profits. The workers are entitled to living wages; but when they are denied or not given living wages then they are entitled to bonus by way of deferred wages. When they are given living wages they are entitled to a share in the profits. But both are denied by the rulings of the tribunals. I had thought that in fixing the remuneration Government would take into consideration what part of the profits should go to the workers. No such decision has been made. The main consideration or concern of the Government seems to be what should be the remuneration of the managing directors and the managing agents etc. Below that they did not look. But, in a socialistic pattern of society we have to look below also and that is one lacuna to which I want to draw the attention of the hon. Finance Minister, whether it would be proper to put in the workers' share of the profits. I would like to point out this. The employers have taken away all by creating special reserves like the dividend equalisation reserves. This dividend equalisation reserve is created only for the shareholders. There is no equalisation reserve for wages and whenever there is a crisis, wages have to be brought down. The idea is that shareholders would continue to get their level of profits but the workers will not get even fair wages. I submit that some thought should be bestowed on this in this fundamental law of ours and if you think it is proper then you might say that if any special reserves are created then the workers' share in them should also be there. After all it is a way of cornering the profits, so that the profits might not be available for distribution to the workers by way of bonus. It has been seen that so far as the reserves are concerned, they are converted into bonus shares and when they are converted into bonus shares they become the private property of the employers. The workers have no share. Therefore in all these reserves which are convertible into bonus shares in future as well as the special reserves

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like dividend equalisation reserve the Government should be able to say what is to be the share of the workers.

I would also like humbly to draw the attention of the Finance Minister particularly to changes of hands. At present there are tea gardens, for instance, which are changing hands at a very rapid rate and at too high prices which our nation cannot afford. It is said that sterling control is there and therefore no purchases of shares can be made in the London market where the same gardens could be purchased at one-fourth the cost. When these gardens are sold here they are sold at four times the prices and all this sterling is made available to them for being exported abroad. In this way we are suffering and it is the national interest which is suffering and we have been trying to draw the attention of the hon. Finance Minister to it, from two points of view, one how to prevent frittering away of our sterling resources and the second, how to prevent over-capitalisation by this method which is growing and thereby reducing the share of the workers in the profits of companies or their chances of any share.

I think it would be better if the Finance Minister could incorporate in this legislation some provision by which Government would have power to prevent the sale of concerns at very high prices so that the tea gardens and other concerns which are being sold at high prices could not be sold. Even in today's paper I was surprised to find a report namely, the U. K. High Commissioner has represented to the Government of India that if the Mysore Government goes forward with the nationalisation of the Kolar Goldfields then it would be bad because it would scare away British investors. From this point of view we can see how foreign capital is trying to put pressure on our economic policy, to put pressure on the Central Government as well as the State Government so that we may not go forward with nationalisation. After all when we have adopted the socialistic pattern of society as our goal it is our duty to think of nationalisation in all the spheres of our economic activity. We should go forward with nationalisation and Government have made it clear that mines is one of those spheres in which nationalisation may go on. The Kolar Goldfields is one of the mines and, therefore, if either the Central or the State Governments come forward to nationalise it, it is the right way. At least the U. K. Government cannot protest against it because it has itself nationalised mines. If it is in favour of nationalisation of mines in that country how can it say that we shall not go forward with nationalisation? I think this is a test for the Government of India as well as the people of India. In Persia the U. K. Government very sucessfully prevented nationalisation of oilfields and if they succeed in terrorising our Government into accepting the position in which we may go back on this desire of nationalisation of the Kolar Goldfields, then. I think it would be very wrong and our whole policy of socialisation would get a setback. From this point of view also I would request the Finance Minister to apply his mind. I have heard that the Central Government have been advising the Mysore Government to go slow and not to go fast with their nationalisation scheme. I would humbly suggest that after this intervention by the U.K. High Commissioner in our economic affairs—this type of intervention would not be proper—it should be our duty, and it is the desire of the country, to see that if an attempt at nationalisation is pursued by the Mysore Government, it should be made to succeed and not to fail. From this point of view I would draw the attention of the Government to the desirability of providing in all future contracts either that the Government guarantees loans or Government is a shareholder in those concerns in order to see that our rights to nationalise any company or concern

re not jeopardised by any cause be- g inserted in those agreements.

With regard to the basic structure hich has been brought about, I find iat most of the powers which are iken by the Government are in such way that there is also the power to iake concessions, that is, the Gov- nment takes a power to control the ompany and at the same time there a power that if the Govenment so ooses, the control might be lifted. bviously, this a very risky, because ll the controls, which we have been ying to impose as being very good, ight be made completely nugatory they are not applied. From his point of view, the Depart- ent which the Government is ying to create is a step in the ght direction. If a separate cor- oration were floated and if it exer- ised its discretion wrongly, that it ould not be possible for us to catch , but if the Department is directly nder the Economic Affairs wing of the inance Ministry and if its activities re under the scrutiny of this House, think it might be better, because hen only as a matter of fact we ould be able to exercise control. Otherwise, the amount of political and conomic pressure, which would be rought on this Department, will be o terrible that may be the Depart- ment itself will fail. It is the con- inued vigilance of this House as well as the Ministry which only can, if at all, succeed in controlling the economy of the country with regard to the com- panies in the way in which this Bill provides. Therefore, the agency which will administer the control is very important and on its success will ultimately depend, to a large extent, how we can control the economy of this country. From this point of view I support the idea of departmen- tal control and I welcome the new Department which has been set up by the Finance Minister. I think there should be general support to this.

I would humbly beg to appeal to the Members of the House as well as the Finance Minister and the Govern- ment to reconsider the special request which I have made with regard to labour, because I feel that in the Second Five Year Plan the labour has been promised that it is going to be given a share in the management. The Prime Minister himself, after his return from Yugoslavia, made a state- ment that the workers' share in management should be considered. The arguments against this are that the worker in India is not sufficiently trained, is not educated and is not capable of shouldering the burden. To some extent there is truth in this argument, but there are large sectors in our country where the worker is capable, is able to understand his res- ponsibilities, is fully Indianised and can shoulder this burden. From this point of view Government will have to consider that statement if it is true and meant to be true, and in that case I have no doubt that this will be in- corporated in the Second Five Year Plan since this Bill is going to apply mostly from the Second Five Year Plan period. Therefore, some provi- sion should be made for the workers' participation in the management, that is, directorship and obviously the other things will come in also— workers' share in remuneration, wor- kers' share in responsibilities, wor- kers' share in duties, workers' share in management, etc. I think this point is also being considered at the Planning Commission's level as well as well as the Joint Consultative Board of the Planning Commission. I hope they will be able to draft out a plan as to how this should be execut- ed. But if you do not privide for it in the Company Law, how shall it be brought about then? I, therefore, humbly beg to request that Govern- ment may consider this point of view so that the workers may be given the due responsibility which they deserve. It is a known fact that the production of this country has been raised to an index of 165, which has been the high- est up till now. That shows that the worker, by and large, has been show- ing concern with regard to the de- velopment of this country. The worker has also been contributing his mite for the purpose of the small savings scheme so that capital

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formation has been occurring. From all points of view there is a general realisation in the small cultivators and small workers how to rebuild this country. Therefore, they should be given a share in management and it would be advantageous also to the employers to consider how they can make the worker shoulder further work or burden. The situation is that there is a great deal of difference and misunderstanding existing between the employers and the workers, and these misunderstandings will not disappear unless and until the basic causes for these are removed.

With regard to balance-sheets, I welcome the provisions which have been put in. Model balance-sheets have been laid down but I find there is a clause again there at the end which says that the Government is empowered, in fit cases, to rule that certain companies may not publish their balance-sheets. That is an unfortunate provision. Why should the balance-sheets not be published? As a matter of fact, balance-sheets have been hidden and that is one of the reasons why so much corruption has crept in. We want to put down corruption and so all these provisions are made. I am not talking about the provision in the Bill which gives a model of the balance-sheets, how they should be kept, etc. I am now talking about the other provision at the end, that is, that Government will have power in fit cases to rule that the balance-sheets need not be published. I may humbly submit that that will be a wrong step because balance-sheets are the index of the company and they are not private property. As somebody was arguing here, industry is not a private property; it is the property of the nation and, therefore, at a glance at the balance-sheet it should be apparent as to how the company is functioning, and that should be apparent not merely to the employer and to the Government but also to the masses, the shareholders and the workers. That can only be achieved if all companies, irrespective of the nature of the company, are asked to publish their balance-sheets. We will then be able to check corruption.

With regard to foreign companies, I beg to submit that such companies which are incorporated outside should be required to maintain a share register in India so that their shares might be transacted in India. We are finding very great difficulty here because of the sterling agreement which has been made by our Government with regard to tea companies which are being quoted at a quarter of the price in the London market whereas we are purchasing at four and ten times the price in certain cases. If the shares were quoted in both places, I think this kind of thing will not have happened. I request the Government to consider the desirability of having a section incorporated in the Bill making it obligatory on all foreign incorporated firms to get themselves registered and to maintain a register in India so that India also might develop a share market as other countries have done. After all it is the duty of every company wherever it is registered to be honest in the country where it is functioning and from that point of view it is very necessary that they maintain the register here. I know that it is a very controversial measure but I humbly beg to submit that the controversy can be set at rest if we realise the pattern of society to which we are tending and I, therefore, feel that the suggestions which I have made will be given due consideration by the Finance Ministry of the Government of India.

1 P.M.

Mr. Deputy-Speaker: I would like to give an opportunity to persons who are connected with industry; they may be elbowed out later on and if they then complain they cannot help and I cannot help. In the earlier stages we have to go in search of people to

speak. That is what happened the other day and Shri Sadhan Gupta came to the rescue of the House. Therefore, there is no good hon. Members writing to me: "Day after tomorrow please call me" or "I have to run away to the train and so call me immediately". Hon. Members will not unnecessarily embarrass me like this with such requests. I cannot go on carrying in my mind that I should call an hon. Member today or tomorrow. I call whoever comes here, and if nobody stands I will close.

Shri A. M. Thomas (Ernakulam): I join the Finance Minister in paying a tribute to the magnificent work that the Joint Committee has done. I believe there will be unity in the House with regard to the fact that it was an arduous work that they had to do and they did it in a splended way. It has been said that a more voluminous Bill has not come up before this House or its predecessors. An economic journal has characterised this Bill as a jungle with 649 clauses.

Shri Kamath (Hoshangabad): Name of the journal?

Shri A. M. Thomas: If my friend is so particular, it is the *Eastern Economist*. This Bill, it says, is a jungle with 649 clauses and with a thick undergrowth of so many sub-clauses and divisions and if I may add to the expressions of the journal, it is a jungle with spreads of schedules and tables and there also there are thick undergrowths.

Mr. Deputy-Speaker: Who are the tigers in it? There must be animals also.

Shri Kamath: Jackals.

An Hon. Member: They are being hunted out.

Shri A. M. Thomas: It is a difficult piece of legislation and the first plea that I would make to the new department which has been formed is this. Soon after the passing of this Act, the first thing that they have to do is to issue a hand-book which will give us in simple and straightforward English and not in an involved language, the purport of this Bill, the rights and duties of the managers, managing directors, managing agents, shareholders and the public at large. When a similar suggestion was put forward in this House with regard to the Estate Duty Bill, the Finance Ministry was good enough to issue a handbook and that has been as far as I know very helpful to the public at large. There is one specific reason why I make that request from the point of the shareholders as well as the general public. It is not because there have not been sufficient or adequate provisions—perhaps provisions may not have been so adequate as you wish them to be—which do give rights to shareholders that there have been mismanagement of companies. The shareholders were generally not in the know of their rights and so very many fresh fools have been cast away on the flotation of companies after companies. There is another point of view also which the new department may bear in mind. There has been a great deal of laxity and lack of vigilance on the part of administration itself in enforcing the various provisions of the existing enactment as amended in 1936 and 1951. There had been instances brought out by the reports of responsible committees and commissions that various authorities dealing with company administration—I mean Government authorities—when several instances of very scandalous and notorious behaviour had been brought to their notice, did not take any serious notice. So far I do not think any serious action has been taken by the department against those persons. Perhaps they may be bigs up. Perhaps some action might have been taken by the department in cases where small persons were involved and where perhaps in the interest of the public at large serious notice which the department has taken ought not to have been taken. I believe the department will bear this aspect specially in view. And I would request the department when-

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its whole attention is fixed on shaping this Bill to take notice of this feeling in the minds of the public at large.

Shri Asoka Mehta who initiated the discussion on the Joint Committee report made a very forcible plea for the creation of a Central autonomous body to administer the various provisions of this Bill and he has also quoted with approval the observations of Shri Chatterjee in his dissenting note. Although the representatives of the various industrial concerns, prominently among them, Shri Somani and Shri Tulsidas, have appended a detailed note, I find what they plead for is only the establishment of a strong Central authority—that is, a special department under the Finance Ministry itself. The Communist Group's outlook in this matter has just now been voiced by Shri Sadhan Gupta and the Members of the Communist Party who were Members of the Joint Committee also have not put forward any plea for the establishment of an autonomous corporation or a semi-independent authority to administer company law. Shri T. K. Chaudhuri has in his detailed note—though he has not made a specific plea for the appointment of a Central authority—recorded his liking for that. Really, this is a very attractive proposition and speaking for myself I was also at first influenced and I was inclined to accept the plea for the establishment of an autonomous corporation. It has also the support of the high-power committee, namely, the Company Law Committee which went into the details of company administration. But having thought further and having gone into the pattern of the Bill in detail I am sorry I cannot agree with the suggestion of Shri Asoka Mehta. Shri N. C. Chatterjee himself in his dissenting note at page 30 says that under this Bill, very wide and almost uncanalised powers have been contemplated to be given to the Government. It is very easy to say that major issues of policy may be determined by the Government and their implementation may be left to an independent authority; but in actual practice it may be very difficult to make any demarcation like that. One cannot say what matter relates to policy and what matter does not relate to policy; and especially so when the management and administration of the Company Law is intimately connected with other schemes and plans of the Central Government.

The Department of Company Law should necessarily work in close collaboration with the various departments of the Ministry of Commerce and Industry. For example, the Development Wing of that Ministry has to work in close collaboration with the Finance Ministry. It has also to keep pace with the tempo of the economic activities of the State at large. This new department has also to take note of the various regulatory and supervisory powers of the State. We have got the Industries (Development and Regulation) Act. There are very sweeping powers vested in the Government under that Act. Therefore, when powers are bifurcated like that, when powers are divided like that, between the various Ministries and departments and when close co-ordination is necessary between those departments, I feel that it will be dangerous to constitute an autonomous authority and vest the powers of Company Law administration in that authority. There is bound to be friction and there is bound to be chaos in that case.

Sir, the hon. the Finance Minister himself has pointed out that out of the 649 clauses in this Bill as many as 94 clauses refer, in some way or other, to Government and those clauses are given as an appendix to the Joint Committee Report itself. Of course, some of those clauses refer to certain definitions or something like that, but very many of these clauses—most of them—refer, in some way or other, to the Government itself, so much so, I believe that it is not possible to constitute an autonomous body and give these powers to that body.

Shri Asoka Mehta raised the question with regard to the fears that have been voiced by Shri N. C. Chatterjee in his dissenting note, namely, that out of political considerations the Department of Company Law may act and that will lead to several complaints. We have to bear in mind, that it is not a foreign government that is ruling us. Now, we are not working under a colonialistic regime. It is a popular government that works and, as such, so long as that government has got the backing of the country at large, we have necessarily to vest that government with some powers. You may remember the weighty arguments that have been advanced by Shri Sadhan Gupta himself that the Parliament will have direct control over the administration of this department if it is a department within the Government itself that adminsters this law.

It has been criticised in this House that in the administration of the various autonomous corporations that this House has constituted, namely the D.V.C. and other corporations of its nature, parliamentary control has been reduced to a shadow. A complaint has again been raised that it is not advisable to constitute public limited companies to manage industrial concerns because thereby it deprives this House of its duty to control the working of that undertaking of the State. If that has been the attitude of this House, if that has been the criticism levelled against the constitution of autonomous corporations to manage industrial concerns, I should ask Shri Asoka Mehta and other hon. Members of that way of thinking, whether it would be advisable for us to abdicate our function of keeping a clear, vigilant and a very detailed watch over the administration of the Company Law, and that may not be possible if the administration is vested in an autonomous corporation. I am not saying that it may not be proper to constitute autonomous corporations where necessary. We have ourselves constituted autonomous corporations for running our industrial concerns and we are intending to constitute an autonomous body for laying down and for co-ordination of standards in university education and also for the administration of grants. Even in that Bill as it has emerged from the Joint Committee, hon. Members who have gone through that Bill will see that power is given to the Government to lay down matters of policies and when any conflict arises between the autonomous body and the Government as to what exactly is a matter of policy it is the Central Government that has to decide. Therefore, if, out of political considerations the Government really wants to help any particular body or any particular interest, the loophole will be still there even if there is an autonomous body. Even if there is an autonomous body it will be very easy for the Government to notify the industries in which, perhaps, managing agencies have to be terminated. The Government will have the power even if there is an autonomous body and under those powers the Government can show favouritism and favour a particular group. Therefore, we cannot plug all loopholes and the only thing we have to guard against is misuse of the powers by the Government and its departments.

Sir, the Joint Committee has given anxious consideration to this question and at pages 23 and 24 of the Report they have not favoured this but have only favoured the setting up of an advisory commission. I do not, for a moment, want to suggest that the laudable objects mentioned in chapter XVII of the report of the Company Law Committee should not be carried out. Even in that report you will find that the pattern of management or the pattern of administration of the affairs of this Company Law is not restricted to an autonomous body. You will find from that report that two alternatives have been given by the Company Law Committee. They have been given at page 193, paragraph 257.

> "There are two ways of organising the central authority that we propose. (1): there may be a

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central authority dealing with joint stock companies (and if necessary with related institutions, *e.g.*, banks, insurance companies, stock exchanges, etc.,) analogous to the corresponding organisations under the Board of Trade with local registrars working in the regions entrusted to them; or,

(2) there may be a central statutory authority with regional offices in charge of local registrars under its control and guidance".

Of course, this Company Law Committee enters its preference for the latter category. If one reads between the pages, one can find arguments against the constitution of a statutory committee like that in the report of the Company Law Committee itself. At page 186 of the report, it has given certain arguments in favour of taking away the powers from the State Governments with regard to the administration of the joint stock companies. At page 186, these observations occur:

"The compelling requirements of a positive economic policy have already induced the Central Government to build up a suitable organisation for the administration of many complicated subjects in the economic field; and if the administration of the Indian Companies Act is not to be kept divorced from the working of other economic institutions, it will be essential for the Central Government also to assume responsibility for the administration of this Act. Very few State Governments have any intimate contact with the specialised terrain served by these complicated economic organizations, and can hardly be expected to take any lively interest in the administration of the Companies Act, with which they have so little to do in its other related aspects."

This ground will itself indicate that it may not be possible, especially in view of the co-ordination that is necessary as has been pointed out by me at an earlier stage to vest these powers in an autonomous body. You will again find that the following passage from Company Law Committee's report pleads in strong terms for the constitution of a central authority:

"When a previous Bill came up for discussion, namely, the Bill for the development and control of industries as reported on by the first Select Committee, the Committee pointed out that there was a provision for the creation of an Industries Board and it was proposed that the functions of the Controller of Capital Issues relating to the scheduled industries should be transferred to this Board. The Second Select Committee, however, did not approve of the scheme of an Industries Board with the result that the Planning Commission's proposal for transferring capital issue work to the Industries Board in so far as the scheduled industries are concerned was not proceeded with."

This statement of fact itself indicates that it is not possible to constitute a semi-independent body to administer the company law. So, the department which is constituted to administer the company law will necessarily have to deal with the Industries Board and will necessarily have to deal with the development of the subjects under the Commerce and Industry Ministry, so that, as stated by the Joint Committee, we have to place the burden of the administration of company law squarely on the shoulders of the State itself. That will only ensure the fullest control on the part of this House. This House should be in a position to exercise its responsibilities and there should not be bodies which will pull in opposite

directions and when any particular administration is attacked or challenged or criticised, it should not take shelter under the plea that it did not fall within their purview or that it falls within the purview of another department or authority. The Government has responded to the suggestion made by the Joint Committee to constitute a special department and the Ministry should be congratulated for constituting this department as early as was possible. But I should at the same time wish to administer a warning to this special department which has been set up.

[PANDIT THAKUR DAS BHARGAVA *in the Chair*]

The co-ordination of activities as well as the concentration of every economic activity as far as the Government is concerned, has led to the concentration of power at the capital, namely, Delhi. This circumstance offers opportunities for malpractices. It may be possible for large established firms which are being controlled by business magnates to afford to maintain the necessary contact with the Central Government. But smaller entrepreneurs will have to wait for months to get interviews with the authorities concerned. This fact has been pointed out in the report of the Shroff Committee which was constituted by the Reserve Bank. I am tempted to bring to the notice of the Government the following observations made in the summary of recomendations at page 100 of that report, in order that the Government may take note of them and adopt the necessary measures:

> "The procedural uncertainties and difficulties which arise from the regulative powers assumed by the State have the effect of delaying and retarding private investment. The Committee considers it essential that the work of the several authorities from which licences or sanctions have to be obtained should be co-ordinated and the procedure for obtaining such licences or sanctions should be simplified and rationalised".

This recommendation of the Shroff Committee has to be taken very seriously when this department has been set up. One cannot find any exception to the recommendations of the Company Law Committee on the outlines of the scheme of administrative reform contemplated in this Bill. In fact, the various administrative reforms that have been suggested by the Company Law Committee can certainly fit in with the central authority, namely, the department of Company Law Administration under the Ministry of Finance.

I would also, at this juncture, say that adequate use has to be made of the Advisory Commission that is contemplated to be constituted under clauses 409 to 414. Shri Asoka Mehta, while pleading for the setting up of an autonomous corporation, said that in these matters we have to set up precedents and that we have to lay down healthy conventions. I believe if proper use is made of this Advisory Commission, the objects that Shri Asoka Mehta had in view can certainly be carried out. Of course, it all depends upon the efficiency of the working of any machinery that we have to employ. So, I believe the fears that have been entertained by the hon. Members who plead for the setting up of an autonomous corporation are misplaced. Although an autonomous body is a very attractive proposition, if you take a realistic view and if you want to administer the company law proposed or intended by this Bill, the Government itself should be fastened with the responsibility of administering it.

Before going to certain other provisions in the Bill, I will just deal in passing with the question of the advisability of amending the Chartered Accountants Act. Fears have been expressed that this amendment is not necessary and that if the powers given by this contemplated amendment are exercised, it will act prejudicially to

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the interests of indigenous chartered accountants. We know that their number is considerable now and the number is also increasing: if foreigners are also given free entry into this field of business, it may act prejudicially to their interests. The fears expressed by the associations of these chartered accountants may be kept in view and an authoritative statement may be made by the Finance Minister in his reply dispelling those fears.

I have also another minor point to make before I come to the major part of the question of managing agency. Is it not possible to take away institutions like the associations formed as limited companies for the promotion of arts, science, religion, charity, etc., from the purview of this enactment? I am referring to institutions which intend to plough their profits, if any, or other income for the promotion of their objectives and prohibit the payment of any dividends to its members. This is a matter which must be examined, especially in view of the fact that under old enactment under section 289A, with regard to such institutions the State Government was given the power to exempt such companies from the operation of the various provisions of Company Law. I also invite the attention of the Ministry to certain of the enactments prevailing in some of the States. In my State before integration—Cochin State—there was an enactment for the registration of literary, scientific, and charitable institutions etc. That enactment had done a very useful job. For registration of such institutions, the complicated procedure contemplated by the Company Law is not necessary and it is always better to have a separate enactment dealing with this group of institutions.

Fears have been expressed that some of the advantages and exemptions enjoyed by private companies have been taken away, that it was not necessary to be done and that it would discourage the formation of private companies. If, as a matter of fact, it will retard the growth of corporate enterprise. I wish that the provisions relating to private companies may be examined afresh. It has been pointed out that privileges and exemptions are responsible for the promotion of numerous private companies in the United Kingdom, such as family enterprises; and I believe that especially in view of the object that we have in mind, namely, development of small-scale and medium-sized industries it would be better that we encourage as far as possible the formation of private limited companies which may take advantage of the conception of jurisdic entity that is conferred by the Company Law.

Shri Matthen (Thiruvellah): Is the hon. Member aware of the abuses of private companies by some public companies?

Shri A. M. Thomas: For that purpose, as suggested by the Cohen Committee in the United Kingdom, a class of exempt private companies may be provided for. In that event, authorities need interfere only in cases wherein abuses are resorted to. In *bona fide* cases it may be allowed to work in the normal way. Even as it is, you will note the important place that the private limited companies have in the economy of our country. In the Taxation Enquiry Commission's Report, Volume I, at page 104 you will find:

> "Private companies represent a little more than one-quarter of the paid-up capital in the entire corporate sector, about 18 per cent. of the paid-up capital in manufacturing industries and 45 per cent. in non-manufacturing industries. Manufacturing industries as a whole have 67 per cent. of the entire paid-up capital of all companies. Of private companies 45 per cent. by proportion of paid-up capital, are engaged in manufacture, and of public companies 75 per cent."

Therefore, you can more or less know the importance of these private

limited companies from the assessment made in this report.

A plea was again made by Shri Asoka Mehta for the appointment of representatives of workers to the Board of Directors. At this time it is too late to contend against the advisability of such a course. The Government itself has said a few days back on the floor of this House that it is seriously considering the proposal to make workers also participate in the management of companies. What form it should take and in what manner it should be done is a matter of detail. I do not think that with the Companies Bill according to its present structure without substantial modifications we may be in a position to give representation to the workers. I plead strongly that that question has to be examined. It is a part of the overall policy of the Government and the party in power which has expressed itself in favour of the participation of labour in management. I should think that serious consideration has to be given to it, although there are difficulties for immediate implementation of the proposal.

Shri Tripathi pointed out section 407 which vests the Central Government with authority to appoint two directors in case of oppression and mismanagement. You will find that those directors who can be appointed can only be from members of this company; that aspect also has to be borne in mind.

There are several technical and legal difficulties which may militate against the notion of a jurisdic person as envisaged in this Bill, to implement this proposal. However, I repeat that this is a proposition to be considered. The hon. Finance Minister stated that his object in bringing this Bill is to bring law and order into the private sector; I would also add, for the promotion of industrial peace. It will be highly advantageous to make the workers' representatives also participate in management.

Now, I will come to the question of managing agency. Clauses 323 to 377 deal with this aspect of the matter. Before coming to this question proper, I want to say that the Joint Committee was wise enough to make provisions for the appointment of secretaries and treasurers. The hon. Finance Minister, I think, said that even without any specific provisions, it would have been possible for the constitution of secretaries and treasurers. Having regard to the definitions that find a place in this Bill, I do not think that without special enabling provisions for the appointment of secretaries and transurers, it would have been possible to have such institutions. From the definition of the word 'managing agent' contained in this Bill, you will find:

> "'managing agent' means any individual, firm or body corporate entitled, subject to the provisions of this Act, to the management of the whole, or substantially the whole, of the affairs of a company by virtue of an agreement with the company, or by virtue of its memorandum or articles of association and includes any individual, firm or body corporate occupying the position of a managing agent, by whatever name called:"

When you come to the definition of secretaries and treasurers, a new definition that has been given by the Joint Committee,

> "'secretaries and treasurers' means any firm or body corporate (not being the managing agent) which, subject to the superintendence, control and direction of the Board of directors, has the management of the whole, or substantially the whole, of the affairs of a company; and includes any firm or body corporate occupying the position of secretaries and treasurers, by whatever name called, and whether under a contract of service or not;"

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If there was no special enabling provision with regard to secretaries and treasurers, I do not think they would have come within the definition of managing agent. I realise that in the definition of secretaries and treasurers, the words "subject to the superintendence, control and direction of the Board of directors," have been used, which do not find a place in the definition of managing agent. When you go to clause 368, you will find that even as far as the managing agent is concerned, it says:

> "The managing agent of a company, whether appointed before or after the commencement of this Act, shall exercise his powers subject to the superintendence, control and direction of its Board of directors...."

I feel that enabling provisions with regard to secretaries and treasurers are absolutely necessary. That is why some persons raise the criticism that the managing agent has been brought in through the backdoor in constituting these secretaries and treasurers.

With regard to the question of managing agency, my point of view was given when there was a discussion before this Bill was referred to the Joint Committee. I was of the opinion then that the institution of managing agency is not to be ended, but mended. I was influenced in coming to that opinion by the observations contained in the Company Law Committee report. They have said that a great majority of the witnesses who had appeared before them were anxious to mend and not end the system. Later on, they say:

> "Having regard to the circumstances, we consider that in the present economic structure of the country, it would be an advantage to continue to rely on the managing agency system. In taking this view, we have not ignored the many abuses and malpractices in this system to which reference has been made in the report of the two Commissions from which we have quoted above or in other reports like the Report of the Income-tax Investigation Commission to which many of our witnesses drew our pointed attention."

When we consider the opinion expressed by this committee, we have also to take into consideration the psychological approach or the objective approach that this committee has made with regard to company matters in general. The general build-up of the personnel of this committee was such that we have necessarily to give considerable weight to their opinion expressed after examining the several witnesses that had appeared before them. We have also to consider the point of view which was expressed by the hon. Finance Minister that the Shareholders Association of Bombay have themselves recommended the adoption of the course which has been adopted by the Joint Committee. I think that the opinion of that Association which has fought for the rights of the shareholders should be the last word on the subject.

The points that have to be examined are: (i) that the managing agency system should be abolished here and now; (ii) that sometime limit should be fixed, and (iii) that the recommendation of the Joint Committee has to be accepted. It has to be admitted that, although there have been several institutions in other countries which more or less did the work of the managing agency, the institution of managing agency has got its unique character as far as our country is concerned. There are no such institutions—similar institutions there may be—in countries like America and England. How this institution of managing agency has cropped up has also been dealt with in detail in the Company Law Committee report. They say that it was the lack of institutions which furnished an integrated capital market with issue houses

or investment syndicates that has been responsible for the coming up of this institution. At the time when I spoke last on this matter, I advanced an argument that the managing agency system was doing good work in the matter of financing of these companies. Perhaps that argument may not hold much water in the present context, especially in view of the several institutions which will help in the starting of new industries, that have been set up by us. There is the Industrial Finance Corporation in the Centre as well as in the States. We have now constituted the Industrial Investment Corporation; we have the Industrial Development Corporation and so many such institutions. But, we have also to take into consideration the difficulties found in floating a company without the backing of an industrial house in spite of the existence of all these institutions. We must bear in mind that the promoters have to take substantial shares and they have to arrange for subscription to the shares. They have also to arrange the working finances. The management of affairs and the nursing of these companies in the preliminary stages have necessarily to be entrusted with experienced institutions. In coming to the conclusion to which the Joint Committee has come, after very serious consideration and anxious consideration, it was influenced by the fact of the vacuum which may be created in case we abolish it here and now. That is why it was anxious that even in cases where we may terminate the managing agencies, another institution, which may perhaps do the same business should crop up. We necessarily find from the Joint Committee's report, in view of the changes that they have made in the original Bill, that they were thoroughly dissatisfied with this system. They had no illusion at all about the system. But, even then, they have recommended the course which finds expression in the various provisions of this Bill. We have necessarily to give considerable weight to that report and I should think that we have to adopt that course. We have to give the Government sufficient discretion in the matter to terminate the agencies wherever necessary, to extend managing agencies where they are necessary and to create managing agencies where they are necessary. We must also bear in mind that we are not against the managing agency system as such. We are only against the abuses of that system. And if there are sufficient safeguards and provisions which do away with those abuses, those provisions have necessarily to be given a trial.

In this connection, I would also deal with the question of the profit—the percentage of profit that is proposed to be given by this Bill to the managing agents as well to the various other directors, managers etc. The Finance Minister has stated that some suitable amendment may be made to clauses 197 and 347 to meet cases of proved hardship and difficulty. He has stated that a provision may be made empowering Government to make relaxation. In clause 347 the percentage of profits that is now being sanctioned is 10 per cent. In the original Bill it was 12½. The Company Law Committee also recommended 12½ per cent. A reduction has been made. I think the reduction that has been made by the Joint Committee is not an unreasonable or insignificant one. Shri Asoka Mehta stated that having regard to the figures given out by the Taxation Enquiry Commission the figure that is now adopted by the Joint Committee recognises the quantum of remuneration that the managing agents at present get. I do not think that he has been quite correct in his appraisal of the report of the Taxation Enquiry Commission. I will read the relevant portion of the report. At page 127, they say:

> "Statement XXVI shows the remuneration paid to managing agents expressed as per cent. of profits before tax plus this remuneration; all forms of remuneration to managing agents and remuneration to managing

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directors also are included. The average remuneration works out to nearly 14 per cent. of profits for the entire period 1946—51. In certain industries this proportion is much higher especially in jute; the high ratio in shipping is associated with very low profits of this industry. During the period 1946—51, this ratio rose from 12 per cent. to 14 per cent. for all industries together. The following table gives the amounts received by managing agents, dividends distributed and profits retained in business in 1946 and 1951 and their respective shares in profits before tax plus managing agents' remuneration. Managing agents received about one-half of what accrued to shareholders in dividends. While such levels of remuneration to managing agents affect both distributed and undistributed profits, the impact on the latter is likely to be more important."

It is worthwhile to refer to the lastest issue of the *Reserve Bank of India Bulletin*—the July issue. You will find the following observation at page 727 in that bulletin, under the article "Company Finances in India, 1950—52", and it is worthwhile quoting from the same:

> "In the three years 1950—52, managing agents' remuneration amounted to a total of Rs. 32 crores, or about 14 per cent of profits as shown in table 7. The percentage share of managing agents' remuneration in total profits declined from 13·6 in 1950 to 12·8 in 1951 owing to a larger increase in profits and rose to 16 in 1952. Managing agents' remuneration during the period was as much as 44 per cent of distributed profits; it was equivalent to 72 per cent of the volume of retained profits. It was relatively high in cotton, jute, silk and woollen textile and chemical industries, in which it constituted more than 20 per cent of profits, and was relatively low in iron and steel and cement industries, in which it was less than 10 per cent."

So that it cannot be said that the reduction that has been made by the Select Committee is not considerable or is not reasonable. But all the same I would say that the ratio that has been put down by the Joint Committee should not be disturbed in the body of the Bill, but powers may be given to the Government to relax that provision in case of proved difficulty. Certain journals have come forward with facts and figures showing the absurd extent to which we will be driven in case this ratio is accepted. So that I will only say that the Government may be given powers but there is absolutely no case for raising the ratio that has been adopted in this Bill.

There is only one thing more on which I wish to touch, and that is a subject that has been dealt with in the Dissenting Note of Shri Morarka and Shri Nathwani. They have said that it is better to protect minority interests, that the principle of proportional representation may be adopted. The principle has, in a manner, been adopted by the Government or by the Joint Committee in clause 264, but that is left to the sweet will and pleasure of the promoters of the company to have such provisions or not. The plea that the minority interests have to be protected will be dangerous if we try it to any extreme extent while keeping in view the interests of the minority, we should also have in view the harmonious working of the company itself. It has been pointed out, and I do not think that argument is baseless, that in case the principle of proportional representation is accepted, that will lead to group rivalries within the company itself and that it may not be a desirable course. We have, I think, to be satisfied for the present with the safety clause given in clause 407. In clause 407 the Government has been

given the power, in the interests of saving minority shareholders from oppression or mismanagement by the majority, from the tyranny of the majority if I may say so, to appoint two directors in case a particular number of the shareholders make out a case for that. I think that for the present we must be satisfied with that power which is vested in the Government to protect the interests of minority shareholders. I may also say that we have to await the reports of the working of similar provisions in other enactments in other countries. I am told, and in the Dissenting Minute also it is referred to, that in America with regard to several federating States in the Company law there is provision for giving proportional representation, so that minority interests also may be represented. But in the United Kingdom that does not obtain, and our various Acts were more or less modelled on the United Kingdom pattern. So, we must now give a trial to clause 264 and also watch the working of similar provisions in other countries.

I do not want to take up the time of the House any further. I feel that without substantial modifications we have to pass the Bill as reported by the Joint Committee. Of course, when we examine the various clauses if we find any loop-holes, we have to set them right. But substantially, I think, we must adopt the Bill as reported by the Joint Committee.

2 P.M.

Shri S. V. Ramaswamy (Salem): I welcome the Bill as it has emerged from the Joint Committee. It has been improved very much, and to my mind very satisfactorily too.

Looking into the minutes of dissent, I do not find that there are very many points of contention. One feels that on the whole the Joint Committee's report has been more or less unanimous. And I do hope that even in this House there may not be very many amendments, because the Bill in its present form seems to be the product of compromising extreme views. The Joint Committee's report as a whole follows the rule of golden mean, and I believe that it is good it has followed that; it is also good that we should agree to see that the provisions which have been recommended by the Joint Committee are approved, and then tried; and should there be any difficulty, we shall rectify them by a subsequent Act. But that is not to say that the Bill as reported by the Joint Committee is perfect.

I wish to point out six points for the consideration of the House. I shall first deal with clause 225 (b). In that connection, I shall have also to refer to the Chartered Accountants (Amendment) Bill, which has recently been introduced in this House. Clause 225 (1) reads thus:

> "A person shall not be qualified for appointment as auditor of a company unless....
>
> '(b) he is for the time being authorised by the Central Government to be so appointed as having obtained similar qualifications outside India:".

Now, the Chartered Accountants (Amendment) Bill seeks to substitute clause (v) of sub-section (1) of section 4 of the parent Act. In the Statement of Objects and Reasons appended to that Bill, it has been stated that Government are making this amendment to the Chartered Accountants Act in order that they also may be enabled to recognise foreign qualifications, since such recognition is generally to be granted only on a reciprocal basis. This position is not quite clear. Is it the case of Government that the Institute of Chartered Accountants of India is granting recognition to all and sundry irrespective of the fact of reciprocal principle? Do they grant recognition without ascertaining whether the foreign institutions recognise our qualifications in their countries? If that is the case, then the proper thing, to my mind, would be to withdraw the

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power from the Institute to recognise such qualifications. Otherwise, this will lead to an anomaly.

In clause 225 of the Companies Bill as reported by the Joint Committee, there are two provisions. Sub-clause 1(a) relates to recognition within the meaning of the Chartered Accountants Act; and sub-clause 1(b) relates to recognition by Government. So far as the second point is concerned, the recognition is to be there only on a basis of reciprocity. This rule obviously does not apply to the first category, namely, those qualifications which are recognised within the meaning of the Chartered Accountants Act. Then, what happens? You will find that the Institute of Chartered Accountants would be recognising certain institutions not necessarily on a reciprocal basis, while the Central Government, after this amendment to the Chartered Accountants Act, will recognise only such of those institutions as abide by the principle of reciprocity. To my mind, it appears that this will lead to an anomalous position. I do not know why the Act is sought to be amended in this fashion. It might as well be that the Institute of Chartered Accountants are conferred this power with the specific understanding that they should recognise foreign institutions only on a basis of reciprocity. I do hope that in view of the anomaly that might result, Government might consider the deletion of clause 225 (1)(b).

I now come to clauses 197, 347 and 353. As has already been pointed out, clause 197 deals with managerial remuneration, and fixes the limit for the same. The corresponding clauses dealing with the remuneration for managing agents are clauses 347 and 353. In the course of his speech yesterday, the hon. Finance Minister stated that Government are thinking of amending these provisions so that they may take powers to grant exemption in certain cases of difficulty. It is a laudable object, and there will also be a certain amount of flexibility because Government can exempt in just cases and see that there is no hardship. That is quite understandable. But I feel that it would be inopportune to move an amendment in this regard at this stage, because the general tenor and temper of the Joint Committee's report seems to be on a basis of compromise, and if the Joint Committee's recommendations are accepted more or less, I fancy there will not be very many amendments. But if to these clauses Government at this stage seek to move amendments then I am afraid that they will be disturbing the hornet's nest. If after this Bill is passed as recommended by the Joint Committee and is put into effect, in the course of its working it is found that hardships have been caused, then I submit there is time enough for Government to have these clauses amended suitably. I would, therefore, earnestly urge that Government may not move amendments to these contentious clauses at this stage.

I now come to the much-talked-of question about managing agency. As has been said, two views are possible in regard to this; and possibly there is a third view also. The first view is that it must be ended straightway; the second is that a date-line may be fixed so that on the appointed date the whole thing would cease; the third view, of course, is a more tolerant view of the managing agency system I remember that when the Hindu Succession Bill was being discussed in this House, some hon. Members urged that the joint family system should be ended on a particular date, possibly the date on which the Bill came into effect. To declare that on a particular date the managing agency system will come to an end is to my mind as impossible as declaring that the joint family system will come to an end on a particular date. The thing is growing, the thing is going, and you cannot abruptly say that a date-line will be fixed, and that by such and such a date the thing shall cease. It is not as if one can sever

diplomatic relations on a particular date, and ask a particular embassy to leave the country. It cannot be that here, because the system is so vitally interlinked with the economic prosperity of the country that to my mind it is wrong to think that it should be ended straightway or that at least a date-line should be fixed.

It has been pointed out that the problem is not of ending it but of mending it. Now, at page 85 of the Bhabha Committee Report, I find:

> "We feel that shorn of the abuses and malpractices which have disfigured its working in the recent past, the system may yet prove to be a potent instrument for tapping the springs of private enterprise. Its adequacy and effectiveness in future will, however, depend not merely on the promptitude and thoroughness with which the evils which have clung to it are removed, but also on the energy, enthusiasm and foresight with which the managing agents conduct their business. While it will be for the leaders of the business community to provide the system with the quality and the momentum that will be demanded of it in future, the recommendations that we make are designed only to tighten up the relevant provisions of the Indian Companies Act so that opportunities for current abuses and malpractices may be reduced to a minimum."

I believe the Joint Committee has amended the Bill very suitably in the light of the observations of the Bhabha Committee quoted above.

Chapter III is surfeit with restrictions and controls on the managing agency system. It is so full of these restrictions that I do not know what else can be done at this stage to mend it. Fifty-four clauses deal with restrictions on the powers of the managing agents. Take for instance, clause 323 itself, the opening clause. A Minute of Dissent has been written about it. Clause 323 says:

> "Subject to such rules as may be prescribed in this behalf, the Central Government may, by notification in the Official Gazette, declare that, as from such date as may be specified in the notification, the provisions of sub-section (2) shall apply to all companies whether incorporated before or after the commencement of this Act, which are engaged on that date or may thereafter be engaged, wholly or in part, in such class or description of industry or business as may be specified in the notification."

Now, power is sought to be taken to notify that companies engaged in specified classes of industry or business shall not have managing agents. This has been attacked on several grounds. You will see from a Minute of Dissent by an hon. Member that he says that it will introduce an element of uncertainty and the psychological effect of these provisions will prove to be far more disastrous to the economy than the physical effect of the provisions. He adds that this is a novel provision which must be fundamentally opposed to the accepted canons of company management, and that the psychological effect of it will be to disrupt the working of the company itself rather than to secure proper management of the company. I am afraid I cannot subscribe to that view. No doubt, it may immediately have some psychological repercussions because it may introduce an element of uncertainty. Whether my industry will be notified, which particular class of industry will be notified, we do not know. But the whole thing is this The basic idea is to see that there is no malpractice, that there is no abuse of the powers. For such of those who are right, who do the right thing, who conduct things properly

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and honestly, there is nothing to fear. Law is meant for protecting the just and right and for punishing the wrong-doer. If there is a penal section or a power to take away, it is for the wrong man, the man who has got the intention to cheat or to be dishonest. It is he that need be afraid of such a provision. I do not think that this clause, by itself, should induce any psychological reaction of this type in the business community. It is only when he does the wrong thing, when he deviates from the path of righteousness, if he goes to the extent of being dishonest to the shareholders and makes illegal profit, that the law will come down heavily upon him. I do not see anything wrong in it. It is good that the Government take such a power.

Now, they may say, we do not know what categories of industries will be notified, what particular industries will be notified; the Government may do it arbitrarily, pressure may be brought to bear or influence may be brought to bear upon Government, so much so that there is a great element of uncertainty. But I do not think any government would be so foolish as to lend itself to pressure to do the wrong thing, because it is there to see that the public interest is safeguarded, and I do believe that if at all there is a necessity, it will be administered on a just and proper basis and interference will be in cases where it is absolutely necessary in the interest of the general public.

Now, it has been urged that the managing agency system deserves mending and not ending. I believe the view of the Bombay Shareholders' Association deserves consideration, and I believe I am right in saying that when they themselves, the Bombay Shareholders' Association themselves, who have taken such a leading part in exposing the vagaries of the managing agents, in attacking them in season and out of season, go to the extent of saying that this is a case for mending and not ending, it deserves the consideration of this House. They have, in their evidence before the Joint Committee, said:

> "As already stated in the memorandum, we are for mending the managing agency system at present and not ending it. The reasons which we have for this are, that in India today, there is an absence of an organised investing class, there is an absence of an integrated capital market and there are no issue houses, as there are in other western and more industrially advanced countries, and the investor in India has to be led into making investment, and then only he is able to take a decision for himself. For these reasons, as India requires today rapid industrialisation, it is in the interests of the country to continue the managing agency system for the time being, and particularly up to the year 1959, when it is provided in the Act that the managing agency contracts will come up for renewal."

There has been an over-emphasis on the bad aspects of the managing agency system. We forget that there are also firms, managing agency firms, who have conducted themselves very honestly, scrupulously honestly, even during the worst days of the war period. I know of some firms who, when things were tempting outside, when others were making tons and tons of money, still stuck to their guns, stuck to the path of honesty, so much so that the accounts of those firms were passed by the income-tax department in no time. But as in all other things in the world, there is good and bad. Among the managing agents also, there are good people and bad people. The question resolves itself as to whether the good is more than the bad. I concede that the bad is more. Hence the legislation. Hence we are seeking to see that the bad is reduced, it is curbed and, if necessary, severely punished.

that is why are trying to amend this Act in such a manner that the power rests with Government to bring the offenders to book, to protect those who are good and behave properly. I therefore see nothing wrong either in clause 323 or in the other clauses which have been suitably amended. The Joint Committee seems to have bestowed great attention; line by line, page by page, they have carefully scrutinised the several sections and have imposed restrictions. And, if in spite of these, the managing agents are so clever as to evade the law, find loopholes in it and still practice their old art, well, there is time enough. Their day of reckoning would be 1959 and we shall take stock of their activities and I fancy a commission or committee of enquiry can be instituted which will find out which of them have been working properly and which have not. I do not think there is any hurry now to wind up the managing agency system or even to say that a date may be fixed and that it may be terminated on that particular date. I do heartily support the several provisions in chapter III as the best possible solution for solving this thorny question of the managing agency system.

Ther, I take up clauses 264 and 407. I do not see why hon. Members are somewhat apprehensive of these clauses. They seem to be permissive and the proportional representation that is contained in clause 264 is decried on the ground that a principle which is applicable to political conditions and to political institutions should not be applied to industrial and economic undertakings and it is wrong to import principles which are good elsewhere into the field of economics. I do not think so. After all, we are experimenting. We are on the eve of a Second Five Year Plan. We have recognised that there is the private sector and that private sector also deserves to exist. We have accepted the principle of mixed economy and we are not abolishing totally the private sector. It is a policy of co-existence of the public and private sectors. If that is so, I do not see why these provisions cannot be accepted. We are experimenting and should there be any mistake and should one or two firms acting upon clause 264 adopt the principle of proportional representation and should minority groups as in the political field develop and the working of the industry be hampered by such considerations, then by experience we shall learn and there will be time enough to amend this clause.

With regard to clause 407, the cry has been raised that it is a very serious thing that they have introduced two persons and it will be a sort of drag on the smooth working of the companies. I do not think so. It is not in every matter that the Government is going to interfere. When they do interfere, it will be with a due sense of proportion and due exercise of discretion to see that justice is done and that the true interests of the shareholders and the public are taken into account. I do not think there can be any objection to this clause.

Then I come to clause 409. In the Bhabha Committee report they have advanced five grounds why there must be a central authority. I do not wish to take those five points in detail but I will merely state them. First, they have stated:

> "The law can function only through the formulation of precise definitions—definitions not merely of concepts or categories, but also of conditions or circumstances in which certain provisions would be applicable, while in others they will have no relevance. Unfortunately, no definition, however well-drafted, can comprehend the multitude of characteristics that really matter while the charateristics may themselves vary from case to case."

Therefore they say that there must be a certain amount of latitude in an institution which will not be hide-

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bound by other considerations as an administrative department can be.

Secondly, they say—

> "It follows from the above argument that, while the company law must necessarily frame definitions of concepts, categories and the relevant conditions and circumstances in more or less general terms, leaving the applicability of such definitions to marginal cases to be determined by an appropriate authority, powers should also be vested in such authority to relax, in suitable cases, those provisions of the Act or of the regulations, where absolute rigidity in application might easily do more harm than good."

Thirdly, they say—

> "It is now generally recognised that law is not a sufficiently flexible instrument of control for correction, especially in economic matters."

Fourthly, they say—

> "even the most well-conceived and well-designed of laws is liable to become ineffective and to fall into disrepute, if there is no regular machinery for making any use of it."

Fifthly, they say—

> "there is one special factor which we have to take into account in this country, *viz.*, the general lack of financial knowledge and alertness on the part of investors and the general public."

To my mind, though all these five reasons are really weighty, they do not carry conviction with me in the special context of the situation in our country. What has been proposed, namely, the advisory body, I think, is more than enough in the present stage of our industrial development. This, as I submitted, is an experiment. One extreme view is that there should be *laissez faire*. The other extreme view will be a central authority controlling everything. In between, I find this middle view of an advisory commission that has been recommended. I think it is good because if we find in actual working that there is anything wrong and the company has not come up to the level, there is yet time. We might find after 5 years, in 1959 when the question of managing agency comes up, they can review this also. That would be the appropriate time when we can review the working of the advisory commission. If it is found inadequate, by experience we shall know how to amend the law and if it is thought that we must have a statutory body, certainly, we shall have it so amended. In the meantime, I do believe that the advisory commission satisfies the needs of the country.

Lastly, I come to clause 614. This deals with government companies. There are three types of government companies; first, where the entire investment has been provided by the Government of India; second, where the majority of the investment has been made by the Government of India but private interests also have a significant, though minority, interest and third, where Government hold a minority but significant interest in the shareholding of a company or where having granted loans or given guarantees or other fiduciary assistance the Government have acquired a right to nominate directors to the board of certain private companies.

The question of parliamentary control over these government companies has often been raised. It has been suggested that a parliamentary committee should be set up so that it may review from time to time the working of these companies. To my mind, it is not good to interfere with the day to day administration or even interfere with the policy of these public corporations. I find myself in entire agreement with what Mr. Herbert Morrison has said. It is essential, therefore, that the State

units should be organised and operated on business lines with a comparable degree of elasticity of control and business efficiency as private units in the same field. In the words of Mr. Herbert Morrison—

> "When we come to a highly commercial enterprise which is very tricky on which one has to think out a lot of day-to-day problems, to think quickly and chance one's arm, like Transport and Mining and other industries with which we have been dealing or with which we may deal, then we have to get a more subtle instrument, more adaptable, more capable of quick movement and less liable to be bound by traditions and rules. I am certain that if we run these public corporations—highly commercial, highly industrial, highly economic —on the basis of meticulous accountability to political channels, we are going to ruin the commercial enterprise and the adventurous spirit of these public corporations in their work."

I am in entire agreement with these words. The only thing that I would urge is this. I have tabled an amendment to add clause 613A. It runs thus:

> "The annual reports on the working and affairs of Government companies together with copies of the Audit Reports on their accounts, referred to in section 613, shall, as soon as may be, laid before Parliament."

There is no such provision now. I want that this important amendment should be accepted so that it is not merely the audit report that is submitted to up but the audit report and the reports on the working of these companies should come up before this House so that we may discuss them and if there are any deficiencies we may have them rectified after debate.

COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

THIRTY-THIRD REPORT

Shri Altekar (North Satara): I beg to move:

> "That this House agrees with the Thirty-third Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 10th August, 1955."

This is a simple report in connection with the allotment of time for resolutions and the time to be allotted is stated in the report. I commend the report for the acceptance of the House.

Mr. Chairman: The question is:

> "That this House agrees with the Thirty-third Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 10th August, 1955."

The motion was adopted.

RESOLUTION *RE*: APPOINTMENT OF A PAY COMMISSION

Mr. Chairman: The House will now resume further discussion of the following resolution moved by Shri D. C. Sharma on the 29th July 1955:

> "This House is of opinion that a Pay Commission should be appointed to go into the question of the pay structure of the country so that the disparity between the highest salary and the lowest salary is reduced to the minimum."

along with the amendments moved thereon.

Out of three hours allotted for the discussion of the resolution, two hours and nine minutes are left for further discussion today.

Shrimati Sucheta Kripalani (New Delhi): I consider our esteemed friend Shri D. C. Sharma's resolution demanding the appointment of a Pay Commission to be very timely. You

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know I represent the constituency of New Delhi where perhaps the largest concentration of Government servants can be found. I move among them; I know how they feel and how they live. There has been a consistent demand on behalf of Government servants that a second Pay Commission should be appointed to go into the anomalies that exist in their present pay structure and service conditions. I, therefore, welcome this opportunity to say a few words on this resolution.

If we analyse the present economic situation, we will find that there are enough and pressing grounds for the immediate appointment of a second Pay Commission. I would like to draw your attention to two factors regarding the background against which the last Pay Commission worked and the scope of their enquiry. The last Pay Commission was appointed in 1946 when India was not independent; therefore, before the members who worked on the Commission the economic picture of an independent, free, India was not there, or at any rate it was not clear. Then, just after the war it was a very bad economic period for this country; it was a period of economic instability. The scope of their enquiry was also limited; the last Pay Commission confined their enquiry to the Central Services only. They did not take into consideration the conditions of service in the States. Though one of the objects before the Pay Commission was to bring about rationalisation in the services, I am afraid that even after the partial implementation of the recommendations of the last Pay Commission, no rationalisation has been achieved in the services. It is therefore very necessary to have a Joint Pay Commission dealing both with the States and the Central services.

The Pay Commission itself emphasised the need for uniform scales of pay. They said that social justice required that there should be equal pay for equal work. But they were handicapped for certain reasons. Therefore, they could not recommend what they would have liked to recommend and as a result considerable disparity persists between the pay at the Centre and the States. On account of this there is a lot of dissatisfaction among the services who do equal amount of work, but get different kinds of pay. There is tension between the Centre and the States over this issue. It is therefore very necessary that some body should go into the whole question.

Not only is there disparity between the scales of pay of the services working at the Centre and the States, but even in Delhi I find there is a category of offices which are called "subordinate offices". People working there get different rates of pay. This glaring anomaly has been brought to our notice over the case of the third division clerks. There is a lot of agitation going on in Delhi about the revision of the pay of the third division clerks. This is a long-standing grievance of theirs and as a result of their agitation, Government agreed to give two increments to third division clerks. Now the people working in the Central Secretariat got these increments; but those working in the subordinate offices did not get these two increments. They are all working in Delhi; they have to spend in the same way; they do the same kind of work; but while one lot of people got the increment the other did not.

The economic situation in the country has considerably changed since 1946. I do not wish to go into the details of the economic condition between 1947 and 1951. But let us take the Plan period. In the five years of the First Plan (1951-56) according to Government the national income will register an increase of 15 per cent. Then during the second Plan period the income will register another 25 per cent increase. That means, in ten years, the national income will rise by 40 per cent. Now, if the national income rises by 40 per cent, it is but

fair that people should have a proportionate share in the prosperity of the nation. As a matter of fact, I would like to suggest that Government should enquire into the feasibility of appointing a pay commission every ten or fifteen years to review the economic situation and to suggest changes in the scale of pay.

Then there are other features in the changed economic picture. When the last Pay Commission worked they had before them a totally different economic picture of the country. The war had just terminated and there was acute food shortage in the country; there was a sharp decline in industrial production; there was acute bottleneck in transport and there was inflationary pressure on the Indian economy. Therefore before the members there was a picture of disturbing Indian economy. The present picture is totally different. The food shortage has been eased; Government claim that 18 to 20 per cent. increase has been registered in food production. In industrial production there has been an increase of 50 to 60 per cent. The transport position is very much better. The inflationary pressure has been reduced to a great extent, so much so that Government have gone on indulging in very heavy deficit financing. So instead of a disturbing economy, stabilising forces are manifest in the present economic situation of the country.

Government may argue that because there is an easing in the economic situation, advantage should be taken of it to effect economy and to make saving for various development programmes. I would like to say that saving can be effected by other ways. Saving can be made through social security payments, through insurance and provident funds, and if necessary through compulsory savings also. I feel that a country which proclaims its aim to be of the socialistic pattern of society should see that the people have a share in the prosperity of the nation. Unless people feel that they have a share in the prosperity of the nation, the incentive to work for the betterment of the nation cannot come.

A very important development which has taken place since this Commission submitted its report is the declaration of the socialistic pattern of society at Avadi. Since this resolution was passed, the Taxation Inquiry Commission has submitted its report and you can see the change in the outlook. The Taxation Inquiry Commission have suggested that the difference of pay between the minimum and the maximum scales should not be more than 1 to 30, while in the recommendation of the Pay Commission we find a difference of 1 to 100. So, we see that the country has gone ahead; there is a radical change in the out look since the declaration of the objective to be of the socialistic pattern. This must be taken note of and a new Commission should be appointed to go into the whole question.

After his visits to Russia and Yugoslavia, our Prime Minister has been making very appreciate public statements about the conditions of service prevailing in Russia and Yugoslavia. In Russia the disparity between earnings is only 1 to 12, while in Yugoslavia it is only 1 to 5. They do have some effect on the minds of the people. There is a greater consciousness in our country about the true picture of an egalitarian society, a new climate has emerged and the Government must recognise it and adjust its administrative machinery accordingly.

Therefore it is necessary to fix a floor and a ceiling and to see that in between there are as few differentials as possible. A scrutiny of the report of the Pay Commission shows that there are at least 25 steps in the ladder of promotion. The man who has got the lowest pay can never hope to get the highest. His progress is barred all the way through. If you really want a fair arrangement, based on social justice, there should be as few differences between the floor and the ceiling.

[Shrimati Sucheta Kripalani]

Next I come to a very important question: the relation of pay scales to the cost of living index. The Pay Commission worked on the assumption that the cost of living index will be brought down and fixed at a certain level. This assumption has proved unreal and as a result of that Government servants of the lower cadre as well as middle income groups have had to put up with higher living costs. The industrial labour has fared better, because their pay scale is adjusted to the living cost index. Also, they have got the power of collective bargaining. But Government servants have not got the power of collective bargaining. So, if you want to do them justice, the initiative has to come from the official end and a Commission should be appointed to go into the whole question. As for the cost of living index I shall just read out to you what the Pay Commission has said—I will not read long extracts but very short ones.

> "We accordingly think that it would be safe to recommend a scale of basic salaries fixed on the assumption that prices may stabilise at a level which will give a cost of living index somewhere betwen 160 and 175 taking the pre-war index to be 100."

Then they go on to say:

> "Till prices come to stabilise at that assumed level, we propose to recommend the continuance of the payment of dearness allowance to certain classes of public servants at rates varying with the changes in the cost of living index."

Then again they say:

> "What length of time may elapse before a reasonable measure of stability of prices is attained, or at what level prices may stabilise, are questions which can only admit of a tentative answer."

They themselves envisage the appointment of a new commission.

> "After all, if time should show that the assumptions or expectations on which our recommendations were based had not been justified or realised, it would not be very difficult to arrange for a revision."

So, they themselves thought that a revision would be necessary if their expectations were not justified.

Then I come to the present cost of living index. We have not got figures for the whole of India, but whatever figures are available fluctuate between 340 and 410. Therefore, the cost of living is totally different from what the members had expected.

Then I come to the vexed question of dearness allowance. The position is very uncertain and the Gadgil Committee had recommended that 50 per cent of dearness allowance should be merged with pay. Now with the perspection of planning with deficit financing, there is a tendency to raise the cost of living and hence the individous distinction between basic pay and dearness allowance should be done away with. Therefore, that is another reason why it is necessary to have a new pay commission.

As far as the anomalies that exist in the services are concerned, I can go on talking for four hours because they are a legion, but I will not go into details as other Members may quote them. I shall only point out one or two of them. I spoke also in the Budget Session—about the pay of the third division Clerks. The third division clerks have been agitating for years and today they are in such a desparate state that they have given notice of direct action to Government and it expires—it is their D-Day.....

Shri A. M. Thomas (Ernakulam): They are going to meet Shri Asoka answer."

Shrimati Sucheta Kripalani: Yes. If their demands are not acceded to, they are going to shed their clothes one by one and will attend their office in half-robed condition. They were getting Rs. 90 a month in 1931, and at that time the cost of living was 500 per cent lower. Then it was reduced to Rs. 60 due to economic depression, and as a result of their dissatisfaction the Pay Commission was appointed. The Pay Commission for reasons best known to them, which I have failed to find in the report even, recommended higher pay for all the grades except the third division clerks. For instance, they recommended the basic pay of an assistant should be raised from Rs. 100 to Rs. 140 or Rs. 160; that of a stenographer from Rs. 125 to Rs. 160; that of a peon from Rs. 14 to Rs. 30. but in the case of the third division clerks, it was to be reduced from Rs. 60 to Rs. 55 and the increment also reduced from Rs. 5 to Rs. 3 per year. The Shastri Award for bank clerks gave a better scale to the bank clerks.

The family budget for a small family is between Rs. 200 and Rs. 250 a month. The Gadgil Committee itself recommended that no pay less than Rs. 100 a month should be given to educated workers. For all these reasons it looks simply atrocious that the third division clerks have been driven to this position that they have given notice of direct action. Tomorrow in what condition they will be in their offices you can imagine.

A few weeks back I went to attend a conference of the P. & T. workers in Calcutta and I found that they too had strong feelings and resentment in this matter. I saw this in the case of both the third and fourth grade staff. The same conditions prevail in the case of railway workers. Railways employ the largest number of workers under government agency. What is the pay that is given to them? The fourth grade worker gets Rs. 30—½—35. The semi-skilled worker gets Rs. 35—½—50 and another category gets Rs. 40—1—60. With regard to promotions, there are so many efficiency bars, which allow the officers to promote or not to promote these workers at their sweet will. They are at the mercy of these officers. Then there are innumerable categories of service. In the Railway Service I understand there are more than 730 which have been referred to Tribunal. The actual number is more than 730 even. Then, we find other bodies besides the Government servants, recommending the need for the appointment of another pay commission and one such recommendation comes from an unexpected quarter, the Estimates Committee. The Estimates Committee recommended revision for another reason and that is the need for some parity between private and public sectors. This is what they say:

> "Thus, the whole structure of employment in the public and the private sector becomes ill-balanced and leads to discontent. There is, therefore, an apparent need to lay down some general principles in this matter. The Committee suggest that the Planning Commission should examine the whole matter in all its aspects and recommend the lines on which Government should take action to bring about parity in this matter."

Even the members of the Pay Commission were not satisfied with the recommendations they were making and this will be clear from page 31 of their report to which Shri Gopalan also referred. They said that it was necessary to fix a "living wage" but financial difficulties made them to recommend just above the margin of "poverty line". Now the country is supposed to be economically progressing and we have made great changes in our outlook. The whole objective of the State has been changed and so there is an absolute urgency for the appointment of a Pay Commission to go into this entire question of the pay structure of the services.

Shri T. B. Vittal Rao (Khammam): On a point of clarification. The resolution refers not only to Government

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servants but also to other people—the wage-earning class as a whole. On such an important question as this, is not the presence of the Labour Minister essential? The hon. Finance Minister may reply in respect of Government servants only, but the resolution covers a wider range of people.

Mr. Chairman: The resolution refers to the pay structure of the country—these are the words of the resolution. It does not depend on the wish of the hon. Member that a particular Minister should reply on an occasion like this. I would like every Minister to be present, but I cannot enforce the presence of all Ministers here. After all, it is the choice of the Government as to which Minister should be present here for the purpose of replying to the debate. If he wants the presence of a particular Minister, I cannot enforce his presence here. I quite realise the importance of what the hon. Member says that in so far as the hon. Labour Minister is concerned, he is not present here. In fact, all the Ministers should have been present because the resolution relates to all the Ministries and the pay structure of the whole country.

Shri T. B. Vittal Rao: Not even one Cabinet Minister is present now.

Mr. Chairman: The hon. Member has done well in bringing this to the notice of the House, but I cannot enforce their presence.

Shri Raghubir Sahai (Etah Distt.—North-East cum Budaun Distt.—East): I support this resolution wholeheartedly and am very grateful to Shri D. C. Sharma for having brought forward this important matter before the House and given us an opportunity to discuss it. This is a very old problem—disparity in the pay structure. In regard to the disparity between the higher salaries and the lower salaries, I remember in 1921, Mahatma Gandhi had written a letter to Lord Reading, who was then the Viceroy of India, and in the course of that letter Mahatma Gandhi drew the attention of the Viceroy to his own salary, namely, Rs. 21,000 per mensem —that was what the Viceroy used to get then—and compared it with the salary of the village chowkidar, which was Re. 1/- at that time. He drew the attention of the Viceroy to this question of disparity and also the fairness whether in such a poor country as India, such disparities should exist. So much water has flown down the bridge between 1921 and now. After ten years, that is in 1931, when the Gandhi-Irwin settlement had been drawn up and the Congress Session was convened in Karachi, fundamental rights were drawn up by the Congress and at that session Congress made certain recommendations as to how the pay structure in the country should be framed. With regard to the expenditure and salaries in civil departments, that resolution said that there should be reductions and no servant should receive as pay—other than specially employed experts and the like—or should be paid above a certain fixed figure which should not ordinarily exceed Rs. 500 per month. After that we know that general elections took place in the year 1936 in accordance with the provisions of the Government of India Act 1935. We know that Congress ministries were formed in many provinces. In pursuance of the recommendations of the Indian National Congress, the Congress Ministers accepted a salary of Rs. 500 per month. That salary was drawn by them till the Congress ministries came to an end in 1939 on account of the intervention of the Second World War. At that time it was recognised that a salary of Rs. 500 was low as compared to the very high salaries drawn by public servants but the Congress ministries wanted to set an example and to show to the world at large that they could live on a salary of Rs. 500/-. After the war came to an end and the general elections took place in 1946, again Congress ministries came to power in the various provinces. But by that time things had changed vastly. Prices had shot up; the standard of living had

gone up and it was not possible for them to live within Rs. 500. So, it was accordingly decided that the Congress Ministers in all the provinces should receive a salary of Rs. 1500 per month. That was again a lower salary as compared to the public servants who received much greater salaries. That was again with a view to show that they could live honourably within the salary of Rs. 1500. Our Constitution provides that the President of the Indian Republic should receive a salary of Rs. 10,000 per month; it also provides that the Union Ministers should receive a salary equal to the salary which was receivable by them when the Dominion had been constituted. That was a much higher salary than what our Ministers are receiving at present. We know that the President has voluntarily surrendered Rs. 5,000 per month and at present he is receiving only Rs. 5,000 per month whereas the Union Ministers in accordance with the provisions of the Act regulating the salaries of Ministers passed in 1952 had agreed to accept a salary of Rs. 2,250 per month. From all these points I want to show that it has been the attempt on the part of those who agreed with the Congress resolution that they should voluntarily reduce their salaries; and that this had been done systematically. But the salaries of the higher public servants remained where they were. I am told that the salary received by some highest officers here is something like Rs. 4,000 per month while the lowest salary is Rs. 55. The ratio between the highest and the lowest comes to something like 1 to 82 whereas in the report of the Pay Commission that was formed in 1946 and which submitted its report in 1948 it was recommended that the ratio should be 1 to 22. They had also recommended that the highest salary in the present circumstances should not exceed Rs. 2,000 per month while the lowest salary should be something like Rs. 90. This would show that the pay structure of the country despite the last Pay Commission which gave its report in 1948 continued to be something which is not justifiable. I am one of those who think that we should pay our Government servants reasonably. We should pay them enough so that they may be able to lead a decent life so that they may be able to educate their sons and daughters, marry them, live decently but in any case the salary of a Government servant should be in confirmity with the average income of the country's people. This very Commission has held somewhere that the *per capita* income—that report was given in 1948 and so the calculations must be relating to that period—is something like Rs. 100 annually. During these five or six years, it might have increased to a certain extent but that is no justification for such a big disparity as exists at present between the highest and the lowest salary.

If we compare our pay structure with the pay structure of England where the administrative machinery is supposed to be the most efficient we shall find that things here are just the reverse of what we find there. Here the superior officers are paid in the most magnanimous possible manner while the low paid persons are paid in a very poor manner. But in England thing is just the reverse. I came across a book by Gladden—The *Civil Service in England* where the learned author says:

> "We are concerned here with the administration—clerical section—and about this it can be said that the standards decline steadily as we rise in the hierarchic scale; so that those at the top on whom the welfare of the nation depends so much are remunerated at rates very much below those in posts of similar importance and responsibilities everywhere, both in private and semi-official organisations."

3 P.M.

That means that the lower the rung of the ladder higher the rate of salary. The ratio there is quite different from the ratio that exists in India. If we want to make our administration efficient; if we want that there should be more honesty, more scrupulousness and greater integrity in the adminis-

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trative staff we should see that our low-paid staff are paid enough. Just as I remarked a few minutes ago, I want that government servants should be given facilities to educate their sons, to educate their daughters, to live a decent life and so on, but that can be done in a different manner. Education should be made free. Cheap medical facilities can also be made available to everybody. Those amenities that are given to government servants should be thrown open to others also in the same manner so that there may be no invidious distinction made between a government servant and a non-government servant.

Sir, only the other day I read in one of the English dailies of Delhi that the third division clerks, because of their low salaries, want to register a protest. I hear that they have decided to attend their offices unshaven and only in vests and pants. I also hear that they have determined to go on in this manner till the invidious distinction or the glaring disparity in pay structure is removed. I wish that the Government should take note of the times and should bestir themselves. They should appoint a Pay Commission and see that the great disparity that exists between the highest salary and the lowest salary is removed at an early date.

With these words, Sir, I support this resolution.

Mr. Chairman: Shri N. B. Chowdhury.

Shri N. B. Chowdhury (Ghatal): I will speak a little later.

Mr. Chairman: There is no question of speaking later. Now it is three minutes past three o'clock. I would like to call upon the representative of the Government—Shri M. C. Shah—at about 3.59 and then give about 15 minutes for the Mover of the resolution. That means I can only accommodate two or three more hon. Members to speak. The hon. Member has tabled two or three amendments; if he wants he may speak now.

Shri Achuthan (Crangannur): Let there be some time-limit for speakers —say, 5 or 7 minutes.

Mr. Chairman: The point is this. There are only about 56 minutes at my disposal and I want to see that as many Members are put in as possible. It all depends on the Members. If each one takes 10 minutes I think we will be able to have six more speakers. It all depends on the Members and I would request them to allow others also to speak so that we may be able to put in more Members. Generally the time allowed is 10 minutes. I do not want to curtail it and I would request them to exercise the restraint themselves.

Shri N. B. Chowdhury: Sir, the importance of this resolution has already been emphasised by the speakers who have preceded me. The Pay Commission that was set up in 1946 acted in an altogether different atmosphere and under conditions that were different. Now, the conditions have changed and, therefore, there must be a second Pay Commission to look into the question of this pay structure.

With regard to the disparity which is the main point in this resolution, I would like to draw your attention, Sir, to the recommendations of the Pay Commission of 1946. They say:

> "Recognising the present disparity between the minimum and the maximum of public salaries, the growing demand for personnel from private business and industry and the views on the one hand that the State should not compete with private enterprise in respect of prize jobs and on the other that adequate remuneration is essential for maintaining ability and integrity in the permanent services, it is recommended that as a first step it will be fair to fix Rs. 2000 per month as the maximum

salary of public servants in India save for a few selected posts."

With regard to this question of disparity, even at that time, they pointed out that this should have been reduced. In their observations they have pointed out at page 34 the representations submitted by Shri Gadgil and other persons like Shri K. Santhanam. Shri K. Santhanam has said that the lowest salaries should be fixed at Rs. 100 per month. Shri Gadgil said that he would like to fix the salaries of lower grade officers on a scale of Rs. 100 to Rs. 300 and higher grade officers on a scale of Rs. 200 to Rs. 600. He also said at that time that the existing scales were not something which could be called socialistic. He said: "this would be far from being socialistic". After that we have heard about the announcement of socialistic pattern of society. But, today we find what difference exists, what disparity exists, between the highest paid and the lowest paid. We have already heard about the third division clerks in Delhi. This agitation is not only in Delhi, but throughout the country. We find that in different departments of the Central Government and also the departments of the State Governments in different parts of the country these low-paid employees are agitating in order to have a pay which would be adequate enough to enable them to make both ends meet. Sir, it is not a question of raising the standard of living so much as the question of meeting the bare necessaries of life.

The Pay Commission at that time made a reference to the cost of living index. The cost of living index has not gone down but the pay scales continue to be what it was. As soon as this resolution was moved in this House, throughout the country, employees in different departments—in the Post and Telegraphs, Railways and other departments—organised meetings at several places and passed resolutions asking the Government to appoint a new Pay Commission in order that the entire question may be examined a new and the pay structure of the country may be rationalised.

Sir, I have already heard about a joint commission for both the Centre and the States. In the Constitution I find that according to article 39 the citizens of India ought to have an adequate means of livelihood. The pay which the low-paid employees are now getting is very inadequate. Therefore, if we are to act according to the directive principles laid down in the Constitution we ought to reconsider the pay-scales that have been recommended by the Pay Commission appointed in 1946. Then there is the question of equal pay for equal work. Since this principle has been adopted as a directive principle of the State, there is no reason why the employees of the States should get salaries which would be much lower than the salaries now drawn by the employees of the Union Government for the same kind of work. So, these disparities also have to be removed, but we heard the other day from the hon. Finance Minister that in order to attract talented people we should give them adequate remuneration. By that he means that they are to be paid thousands of rupees. We heard him say so in connection with the appointment of the Chairman of the State Bank and only the day before yesterday we heard him saying about high remuneration in order to attract the best people for managerial appointments and such other things. I have here to quote what has been mentioned at page 35 of the report of the Central Pay Commission:

> "Ensuring the best public service is not by giving high salaries: by doing so you will never get a public servant of the best type".

It would give us a very poor opinion of the talented person who would not use his talent and would not render national service with a remuneration which would have some relation to the standard of living of other people in our country or to the general standard of income of our people. From all the utterances of the hon.

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Ministers, it now appears that they are not at all serious about this question of rationalising the pay structure. So, I would at this stage urge upon the Government to appoint a Pay Commission not only to look into this question of the wide disparities now prevailing in the pay structure of the different Government employees —whether they belong to Class I or Class II services or to the ranks of Class III or Class IV staff—but also to make certain enunciations and recommendations with regard to the salaries which even the private employers would be allowed to give to their employees. For all these reasons it is very necessary that there should be a new Pay Commission.

Now, why I emphasise in my amendment the necessity of not only setting up a new Pay Commission but giving them directions so as to fix the minimum salary at Rs. 100 and the maximum at Rs. 1,000 is because Rs. 100 would be the barest minimum to pay to a person and afford him an opportunity to make both ends meet and as for the highest salary, because in view of our average national income and in view of the observations made by the Taxation Enquiry Commission it is necessary that the maximum should not be more than Rs. 1,000. This is the view which had been represented to the Pay Commission that was set up in 1946 by several organisations and by some important personalities also. So we feel that taking into account the task of national reconstruction before us and also the average national income, the maximum pay should be fixed at Rs. 1,000. Those people who are now drawing several thousands of rupees per mensem should now agree to have their salaries reduced, and with all these directions, a new Pay Commission should be set up.

श्री एन० एम० चिखलीकार (बालघाट) : मैंने ख्याल है कि मेरे दोस्त श्री डी० सी० शर्मा ने जो प्रस्ताव इस संसद् के सामने रक्खा है, वह प्रस्ताव बिलकुल समयानुकूल है और उसकी बहुत अधिक आवश्यकता थी। मैं समझता हूं कि वह लोग जो आज तो पंड हैं, बावजूद उन आशाओं के कि हम एक नया समाज समाजवाद के सिद्धान्तों पर बना रहे हैं, लेकिन वह देखते हैं कि उनकी सैलरीज, उनकी उजरतें बहुत कम हैं। उनको बहुत आशा हुई है इस प्रस्ताव को सुन कर और इस के समाचार को जान कर। मुझ से कई लोगों पंड मर्चेंट्स ने पूछा कि क्या पार्लियामेंट इस प्रस्ताव को पास करेगी ? मैं आशा करता हूं कि हम लोग इस प्रस्ताव को पास करेंगे और गवर्नमेंट इस प्रस्ताव को स्वीकार करके उनकी आशाओं को पूरा करेगी।

पे कमिशन जिस समय बनाया गया था, उस समय हालात बिलकुल दूसरे थे और उन्होंने खुद इस बात को तसलीम किया है कि उन्होंने जो सिफारिशें उस जमाने में की थीं, जो कि एक बिलकुल दूसरा जमाना था और बिलकुल दूसरे किस्म के हालात थे। उनके सामने एक दूसरी तरह के स्टैन्डर्ड्स थे। आज स्टैन्डर्ड्स हमारे बदल गए हैं, हमारे आदर्श बदल गए हैं और जो लोग देश में थोड़ी तनख्वाह पाने वाले हैं, उनकी आवश्यकताएं और उनके आदर्श बदल गए हैं। हम जो सब से लोएस्ट ग्रुप हैं, ४५—१२० का इस ग्रुप के एम्पलाईज के फैमिली बजट को देखें कि आखिर इतनी कम तनख्वाह में वह कैसे अपना गुजारा कर सकते हैं। उस तनख्वाह के भीतर उनके लिए बिलकुल कोई आशा नहीं, कोई उनके सामने रास्ता नहीं जिससे कि वह उसके अन्दर गुजारा कर सकें। आप उनके बजट्स बजट उठा कर देखें, हमेशा उनके अन्दर घाटा ही घाटा दिखलाई देगा। कई दफे तो मैं हैरान होता हूं कि आखिर वह किस तरह से इस तनख्वाह के अन्दर अपना गुजारा करते हैं। जिस समय हम उनका डेपुटेशन लेकर अधिकारियों के पास जाते हैं और उनके ग्रीव्हेन्सेज की तबदीली की मांग करते हैं तो जवाब मिलता है कि देश के पास पैसा नहीं है, स्टेट के पास पैसा नहीं है। हमें बहुत से काम करने हैं और तरक्की के कामों के लिए

पैसे की जरूरत है। मैंने देखा है कि जो पेड सर्वेंट्स इस बात के लिए तैयार हैं कि देश के खातिर के लिए अगर सारा देश कुर्बानी करे और सारा देश त्याग से काम करे तो वह इससे भी कम तनख्वाह लेकर, भूखे रह कर भी काम करने को तैयार हैं, लेकिन जब वह यह देखते हैं कि बड़ी बड़ी तनख्वाह लेने वाले तो अपना एक पैसा भी कम करना नहीं चाहते, तो वह भी इतनी तनख्वाह का मतालबा करते हैं जिसमें वे अपनी गुजर बसर कर सकें।

पिछले दिनों पंजाब में और शायद सेंटर में यह सवाल उठा कि जो लोग ७५० से ऊपर तनख्वाह लेते हैं उनका मंहगाई भत्ता कम कर दिया जाय तो हमने देखा कि किस तरह उस प्रपोजल का विरोध हुआ और नतीजा यह हुआ कि वह प्रस्ताव किसी भी प्रान्त में पास नहीं हो सका। उन लोगों ने जो ७५० रुपये से ऊपर तनख्वाह लेते थे, उन्होंने इस बात का जबर्दस्त विरोध किया और कहा कि उन के मंहगाई भत्ते के अन्दर कमी न की जाय और उस का नतीजा यह हुआ कि हम बिलकुल चुप हो रहे और शांत हो रहे लेकिन जिस समय तो पेड सर्वेंट्स की पे में २ रुपये की बढ़ोत्तरी का भी सवाल पेश आता है, या वह मांग करते हैं कि अगर तनख्वाह नहीं बढ़ाई जा सकती तो हमें लोकल एलाउंस के ही तौर पर कुछ दे दीजिये, कोई ऐसी चीज चाहते हैं जिससे कि १ या २ रुपये की तरक्की हो जाय या तो कोई उनको सुविधा ज्यादा मिल जाय, उस वक्त जितना हमारा बजट का नकशा है वह सामने आ जाता है और हम उनके सामने सारा नकशा खोल कर रख देते हैं कि आप ही बतलाइये, हमारे देश में पैसा कहां पर है। दरअसल वह विचमता जो हमने कर रक्खी है, वह पिछले पे कमिशन की रिपोर्ट के अन्दर नहीं है बल्कि वह हमारे दिमागों से निकली है। हम लोग नये आदर्शों को, समाजवाद के आदर्शों को ऊपर-ऊपर से स्वीकार तो करते हैं लेकिन हमारे दिमागों के अन्दर वह विचमता भरी पड़ी है और वह विचमता हमारे दिमागों से निकली नहीं है। मैं आशा करता था कि यह प्रस्ताव जो कि मेरे दोस्त श्री डी० सी० शर्मा ने पेश किया है, यह दरअसल हमारी सरकार की तरफ से, आना चाहिए था और मैं अब भी आशा करता हूं कि इसको हमारी सरकार की तरफ से मान लिया जायगा। इस बारे में मेरे दिल में एक गिल्टी कांशेसनेस है। मैं अपने दिल में गिल्टी कांशेसनेस अनुभव करता हूं और जैसा कि मेरे एक साथी ने कहा कि दरअसल हमारे आदर्श कुछ और थे और हम चाहते थे कि देश के सामने यह नमूना रक्खें कि देश में पैसा कम है, देश गरीब है, गरीब से गरीब जनता के पास जाकर हम यह कह सकें कि तुम्हारी हम सेवा करेंगे, तुम से कम खायेंगे और तुम से कम कपड़ा पहनेंगे, तुम्हारी हम हर प्रकार से सेवा करेंगे, लेकिन सेवा इस तरह से नहीं होती अगर हम उनसे ज्यादा शान में रहते हैं, हम तो शाननगर और माननगर में रहें और सेवानगर में चपरासी और मजदूर रहें और फिर उनको जाकर यह कहें कि तुम अपने गुजारे लायक और पैसा नहीं मांगो और देश के लिए मुफ्त काम करो, ऐसा कहना हमको शोभा नहीं देता है। देश के लिए सबको मशक्कत करनी चाहिए और मैं चाहता हूं कि सब लोग काम करें और मैं चाहता हूं कि हमारे मजदूर लोग ज्यादा से ज्यादा कुर्बानी करें, लेकिन यह तभी संभव हो सकता है जब सब लोग ऐसा करें और वह बड़े लोग जो बड़े अफसर हैं और जो सरकार और देश का काम चलाते हैं वह भी कुर्बानी करें और नीचे वालों के लिए आदर्श उपस्थित करें और यह कहें कि जहां तुम्हारा पसीना बहेगा वहां देश की सेवा खातिर हम अपना खून बहायेंगे। लेकिन अगर वह स्पिरिट नहीं है, तो आप यह आशा कैसे कर सकते हैं कि उन लोगों के अन्दर जो पहले से काम करते हैं, पहले से आधे पेट खाना खा कर, बच्चों को भूखा रख कर, बच्चों की दवा दारू की परवाह न कर के किसी तरह से अपना गुजारा करते हैं, वह देश के लिये कुर्बानी करेंगे। हम देखते हैं कि आज आप देश के अन्दर योजना अर्थात् प्लैनिंग की भावना पैदा करना चाहते हैं, लेकिन वह किस तरह से हो? आज हम देखते हैं कि दूसरे देशों के अन्दर

[श्री ए० एम० त्रिपाठीकार]

लोग खुद ही पागल रहते हैं, खोज से भरे रहते हैं, कि देश की प्रगति करनी है। वह डिसीरिट हमारे देश में पैदा नहीं हो सकती है, जब तक हम काम करने वालों के अन्दर यह भावना न पैदा करें कि हमारे यहां कोई छोटा नहीं है और कोई बड़ा नहीं है, जो अच्छी पोजीशन में हैं, ज्यादा पैसे लेते हैं, उन को देश की उतनी ही ज्यादा सेवा करनी है, जो कम पैसे लेते हैं वह उसी हिसाब से कम काम करेंगे। जब तक आप कुछ आदर्श अपने सामने नहीं रखेंगे तब तक जो मेन्टैलिटी आप पैदा करना चाहते हैं वह नहीं पैदा हो सकती है। आज सोसायटी के अन्दर जो ज्यादा हैविलयड वाले हैं, ज्यादा पैसे वाले हैं उन की भावना को हमें तब्दील करना होगा। जब तक हम उन की भावना को तब्दील नहीं करेंगे तब तक हमारे देश के अन्दर समाजवादी वृत्ति नहीं आयेगी। आज हमारी सरकार या हम कितनी ही समाजवाद की बातें कहें, जब तक हम उस के लिये सक्रिय कदम नहीं उठायेंगे तब तक हमारा देश इस मार्ग पर आगे नहीं बढ़ सकेगा।

मैं समझता हूं कि सरकार आज इस प्रस्ताव का विरोध नहीं करेगी और इस को स्वीकार कर लेगी। इस के अन्दर सिर्फ यह कहा गया है कि एक कमिशन मुकर्रर किया जाय। यह नहीं कहा गया कि इतनी तन्ख्वाह किसी की कर दें या डिफ्रेंशियल का इतना स्केल बना दें कि वह १:१०० या १:५० या १:१० से ज्यादा न हो। इस के अन्दर कोई ऐसी बात कह कर सरकार के हाथ नहीं बांधे गये हैं। इस के अन्दर तो सिर्फ यह कहा गया है कि सरकार एक कमिशन मुकर्रर कर दे, वह तमाम बातों को देखे और सारी मौजूदा अवस्थाओं पर विचार करने के बाद, जो दरिद्र लोग हैं और जो जनता की और सारे देश की सेवा करने वाले लोग हैं, उन की अवस्थाओं पर विचार करने के बाद, वह अपने सुझाव दे। आप को इस प्रस्ताव में कहीं पर बांधा नहीं है। यह तो एक बिल्कुल मुलायम सी चीज रखता है। अगर हम इस को भी स्वीकार नहीं करेंगे तो मैं समझता हूं कि यह देश के अन्दर एक बहुत बड़ी निराशा पैदा करेगा, विशेषकर उन लोगों के अन्दर जिन की सेवा के बल पर हम अपने देश को ऊंचा उठाना चाहते हैं। जैसा मैं ने कहा, जो लोग मजदूरों के अन्दर काम करते हैं, उन से मिलते जुलते हैं, वह उन के अन्दर एक नई भावना पैदा करना चाहते हैं, लेकिन उन के अन्दर सरकार की उदासीनता से एक रुकावट पैदा हो जाती है। उन व्यक्तियों की भावनायें मजदूरों के दिलों को प्रोत्साहित करते करते वैसे सहसा रुक जाती हैं।

हमारे पास इस का कोई जवाब नहीं होता जब वह पूछते हैं कि आप ने बिल्कुल ठीक कहा, हमें देश की सेवा करनी है, हम कुर्बानी करने के लिये तैयार हैं, हम नंगे और भूखे रह कर काम करेंगे, लेकिन आप यह बताइये कि जो आप के बड़े बड़े दफ्तरों के बड़े बड़े आदमी हैं, बड़ी बड़ी ऊंची कोठियों में रहते हैं, क्या वह देश के लिये जरा भी कुर्बानी नहीं कर सकते? वह आखिर आगे क्यों नहीं आते? मैं चाहता हूं कि जब हम लोग महात्मा गांधी की भावनाओं और आदर्शों को ले कर आगे चले हैं तो हम उन को अमली तौर पर भी चलायें, क्रियात्मक रूप में उन का परिचय दें, तभी हम देश को इन उसूलों पर चला सकेंगे। अगर हम उन का परिचय व्यवहारिक रूप से नहीं देंगे तो देश इन उसूलों पर नहीं चल सकेगा।

यह कह कर मैं इस प्रस्ताव का समर्थन करता हूं।

And Hon. Member: There is no quorum.

Shri Bogawat rose—

Mr. Chairman: Order, order. I am ringing the quorum bell.

Now there is quorum.

Shri Kamath (Hoshangabad): I have already moved my amendment on the previous day.

So much has been said here and so many facts and figures have been placed before the House that I do not wish to burden the House with more facts and figures. I shall confine myself to what may be called the approach to this problem. The Prime Minister is never tired of tackling big things in a big way. I may, if I am permitted to do so, go a step further and say that we must learn to tackle even little things in a big way. It is not enough for the nation if we tackle big things in a big way; even little things are often important and must be tackled in a big way, with a big heart and a big mind. The Central Pay Commission, which was the last word, to investigate and enquire into this pay buisness have said as follows. I am reading from page 27 of the Report:

> "The appointment of this Commission and the prospect of impending political changes have led to the services to form vague expectations of a new order. It is against this background that their claims for enhanced remunerations, for better treatment and for improved condition of service have to be viewed. We appreciate their aspiration, sympathise with their longings and take full cognizance of the resultant trends. But we feel that no recommendations have to be made within the framework of the existing socio-economic structure."

That, Sir was the approach of the Pay Commission to the problem in 1946. During the last ten years, much has happened and the socio-economic structure has undergone some though not a radical change. There is talk of change and of the much hackneyed term socialistic pattern of society. But it is not seriously meant; it is nothing more than a socialistic *pattern* without the 'n'—just 'patter'. I hope the Government will take certain serious steps towards the examination of the pay structure in our country. In August 1948, if I remember aright, in the old Parliament when Mr. Tyagi—now Minister—and I raised the question of the Governor-General's salary, the Prime Minister was good enough to say that the dignity of the State demanded no change in the salary; and the Governor-General Shri Rajagopalachari continued to draw Rs. 20,000 and odd which was drawn by Lord Mountbatten. Of course, there was a lot of hullobaloo in the Press and everywhere and later on the pay was reduced. But even the Constitution has fixed the salary of the President, as the House is aware, at Rs. 10,000 per month. I wonder whether the approach of the Prime Minister to the problem has changed. I am not quite sure that the change in approach has come about and I still think that they are thinking in terms of the dignity of the State and what not, in order to bloster up and to justify high salaries that are being paid to the public servants even today. There is neither a celing nor a floor in the country so far as salaries are concerned. My amendment seeks to lay down the minimum, that is to say, the floor. It may be interesting to note that whereas the Heads of Departments and Secretaries draw Rs. 3000 or Rs. 4000 per month, the educated clerks in those Departments enter service on Rs. 55 per month, get an annual increment of Rs. 3 and when they retire from service at a ripe old age, they get Rs. 120 or Rs. 130. The increment, if I may say so, of Rs. 3 a year is not more than many of the tea-boys in Bombay and Calcutta restaurants perhaps get in a day. That is the yearly increment that a vast army of our employees is getting, and that is the monthly wage.

Shri Asoka Mehta (Bhandara): They get Rs. 3/- as tips every day.

Shri S. S. More (Sholapur): Many Members of Parliament will go in for that work.

Shri Kamath: Yes, that is the amount of daily tips that a tea boy in Bombay and Calcutta restaurants gets.

[Shri Kamath]

I raised this question of minimum wage in the last Parliament when the Railway Budget was being discussed in 1950 or thereabouts. Shri Santhanam, on behalf of the Government, I believe, said that this was impossible. I even suggested that the Government might make an announcement of their policy, and that it might be implemented later on, and that it need not be implemented immediately. Even that the Government were not prepared to do. I demand today that the Government should make an announcement that their policy would be to fix a minimum wage of Rs. 100 a month. It may take some time for implementation. I do not ask that it should be implemented straightaway. But, an announcement must be made by the Government that the minimum wage shall be Rs. 100 a month. Legislation on this subject in this very House has gone through many vicissitudes. Shri Jagjivan Ram brought a Bill in the old Parliament on the question of minimum wages. It was not made applicable to all industries. It was not applied to agriculture. Still it is hanging fire and another extension of time will, I understand, be sought by the Government in this very session. That means delay in the enforcement and implementation of this legislation on minimum wages. It is a sad State of affairs that even nine years after the formation of the Interim Government and 8 years after Independence, Government have not made up their mind about even a bare announcement of their policy with regard to minimum wages.

Shri M. S. Gurupadaswamy (Mysore): They have made up their mind not to do so.

Shri Kamath: My hon. friend says that they have made up their mind not to do so. I can only say that in that case they are only hypocrites when they talk of a socialistic pattern. I can only say that it is merely a socialistic patter, and not a pattern at all.

The other day, some revealing figures were laid on the Table of the House by Shri Kanungo, who has recently been promoted as the Minister for Industry, about the remuneration for certain experts that are being imported into India for even setting up paint shops, and what not, as if we do not paint or make such things at all in our country. We have been painting for a long time in this country. We have got very fine painters and shops for many other things too: not merely for painting but for other purposes as well. India has been an artistic country. We are painting in all sorts of ways. But even for that experts are being brought from other countries. I was surprised to read from that statement that their remuneration will be Rs. 3000 per month *plus* all out of pocket expenses (*minus* drink and cigarettes). I wonder how this will be enforced. I do not know whether they will be asked to submit their bills without drinks and cigarettes.

From the hotel bill who knows whether he drank or ordered cigarettes or extra dishes to eat. That shows that the Government even today are bent upon importing experts at these phenomenal rates of Rs. 3000 plus another 3000,—I do not know to what it will come to—*plus* up and down flying, trotting and what not, travelling expenses. Everything included, it will cost the tax-payer Rs. 7000 or 8000 a month for each expert. It is high time that this sort of a thing is put an end to by this Government, which talks of socialism and many other things.

Lastly, I would like to refer to a news item which appeared in the Press today that the Government is thinking of appointing a wages commission. I wonder whether the Minister could throw any light on this subject, whether it is authentic news or only a piece of speculation. I do not know whether it has appeared in all papers; I shall read it:

> "Government is understood to be contemplating the appointment of a Wages Commission to inquire whether the existing wage system

is consistent with the objective of socialistic pattern of society."

The Minister may throw some light on this in the course of his speech.

An Hon. Member: No light.

Shri Kamath: My hon. friend says, no light. Then let him not obscure it further.

In the end, I would only stress this. Low wages in economic science have often been described as dear wages. It is paradoxical; but it is called dear wages and it is said to be dear in the long run and perhaps from a short run point of view too. It will be found that much of the inefficiency in many of the departments is directly attributable or traceable to the low wages or less than subsistence wages of many of the employees. You can imagine an employee with an average family of 4 or 5 trying to live—I won't call it living—to merely exist on Rs. 50 or Rs. 60 or Rs. 70 a month. At the other end of the scale, there are public servants, private servants also in banks and other industries, with high salaries; in the last session it was disclosed that some of the bank directors get as much as Rs. 15,000 or 20,000 a month. It is high time therefore that a ceiling as well as a floor is fixed. At any rate, in this poor country, I would insist that the floor should be fixed at Rs. 100 a month in terms of present prices.

Shri H. N. Mukerjee (Calcutta North-East): I welcome the resolution and the amendment particularly of my hon. friend Shri N. B. Chowdhury. Already this resolution has received massive support from different organisations, particularly like the quarter million strong National Federation of Posts and Telegraphs employees. I wish that the Government finds its way to accept it.

This resolution does not ask for the moon, but for something which is very eminently reasonable. The Pay Commission itself has said that whenever adjustments are found necessary, they can and should be made very easily. As has been pointed out by all the previous speakers, so much water has flowed down the Jumna bridge since the time when the Pay Commission put in this report. Conditions have changed and concepts of economic and social organisations have also advanced. I wish Government tries to meet the point that the assumptions on which the Pay Commission worked are no longer valid. The Pay Commission had expected stabilisation of prices at a certain level which has not happened. And this point has been hammered so often that I do not wish to take the time of the House over it, but I wish Government to come forward and say that since the Pay Commission itself worked on certain assumptions and since those assumptions are no longer valid, it only stands to reason that a revision of the process envisaged by the Pay Commission should be made.

I wish also to refer to what the plan-frame says in regard to what ought to be done here and now. I take it that when the plan-frame is published and Government registers its approval of it, then things as said in it are meant and are not merely so much patter, as my friend Shri Kamath suggested. In the plan-frame at page 10 it is said:

> "Since the goal of a socialistic pattern has now been clearly accepted, concrete steps in this direction have to be taken during the next plan period".

"Have to be taken"—this is the language used by the author of the tentative frame-work of the Second Five Year Plan. And I ask Government to come forward with an explanation, if there is an explanation, as to this particular statement, that certain steps have got to be taken. And we are now suggesting by means of this resolution that a Pay Commission be appointed and that a ceiling and a floor be set up as regards the emoluments of our people.

Now, the Pay Commission said at page 27 of its report:

> "The application of some moral principle is expected when the

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Government happens to be the employer."

Now, this is a point which again needs some kind of clarification as far as Government is concerned because we find that in today's context there is a complete absence of a moral principle as far as the fixation of pay and the prospects of Government employees are concerned.

I do not wish to take any time of the House over an examination of the shortcomings of the Pay Commission, but I do wish to say this, that the new Pay Commission which we envisage is something very different. In the old Pay Commission the late Shri N. M. Joshi was the only accredited representative of the working class movement, and the proposals which he made, along with another member, were brushed aside by the majority. In the new Pay Commission we want that there should be real and true workers' representation. We find also that at the time of the old Pay Commission there were certain organisations like the Civil Aviation Department which had hardly come into existence. Now, this Civil Aviation Department is working all over the place and the employees are using precision instruments of the very highest order, and they are sometimes being made to live in conditions which are sub-human. And we feel that since there are certain agencies of Government which were not taken into consideration when the Pay Commission made its report some seven years ago, surely the case for a new Pay Commission is very much more strengthened.

We know also how the recommendations of the Pay Commission, meagre as they were, have been sought to be circumvented by all kinds of ways by Government. In the Posts and Telegraphs Department as well as in the Railways there is usually recourse to the appointment of casual labour at about a rupee and a half per day. This kind of thing goes absolutely against the spirit of the Pay Commission's report, and not only the spirit, but also its letter. We know also how direct recruitment is sometimes resorted to, with the result that the emoluments expected by the employees even on the basis of the meagre recommendations of the Pay Commission are not available. We see also that many amenities suggested by the Pay Commission have been taken away, were not given at all. The P.T.O. for example has been taken away and this is a continuous source of irritation as far as Government employees of our people are concerned. It is very necessary for Government today to realise that some positive steps have got to be taken, and this is a point which not only we on this side of the House are trying to hammer. I am quoting from the Taxation Enquiry Commission's Report, Volume I, page 145 where the commission says:

> "We can no longer afford to leave the problem of equality to the automatic functioning of economic and social forces. This is particularly true of conditions in this country. The attainment of a wider measure of equality in incomes, wealth and opportunities must form an integrated part of economic development and social advance currently."

This is an immediate demand therefore which has been voiced by even the Taxation Enquiry Commission in its report.

In regard to the disabilities which exist, some references have been made, but I cannot help quoting certain figures which I find in the budget papers of this year 1955-56. I find that in the Commerce and Industry Ministry, under the item "Pay of officers and other employees", for one Secretary the provision is for Rs. 48,000 and for 134 class IV establishment the provision is Rs. 57,300. In the Communications Ministry, one Secretary has a provision of Rs. 48,000; 88 Assistants

clerks, stenographers and Class IV establishment have an allocation of Rs. 1,09,800. In the Defence Ministry, one Secretary has Rs. 48,000; 116 Class IV establishment have Rs. 50,600. In the Education Ministry, one Secretary has Rs. 36,000—poor man he gets less than the others—80 Class IV establishment have Rs. 35,300. In the External Affairs Ministry two Secretaries get Rs. 96,000 and 129 Class IV establishment get Rs. 54,800. I know that these people have to pay a certain amount of tax, but surely in regard to that we find the Taxation Enquiry Commission giving the answer. The Taxation Enquiry Commission says at page 154 of Volume I:

> "It is unrealistic to stress the disincentive effect of income-tax progression on the upper income groups while the tax system calls upon the lower income groups who constitute the masses of the country to contribute an increasing portion of their meagre incomes. It must be remembered that even with the present comparatively high rates of tax, the range of inequality between the disposable incomes of the few and the many is wider than in many countries where the rates of taxation on higher income are, in fact, lower."

I therefore say that if Government wants equality of opportunity in this country, and if Government says that the people have to make sacrifices for the sake of the new social order which Government has in view, then there should be at least a certain reasonableness as far as equality of sacrifice is concerned. And that is why it is very necessary that we do have some kind of equality in regard to sacrifice.

Now, I wish only to quote another figure and that is in regard to the salaries received by foreign experts—referred to by Shri Kamath also,—for whom our country continues to be an EL Dorado. In answer to a question on the 6th of April, 1955, it was pointed out that a Chief Engineer of the Damodar Valley Corporation, who is an American, gets a net salary of 20,000 U.S. Dollars per annum after deduction of Indian income-tax, free furnished house at his headquarters, use of a free car and driver while travelling on official duty, travelling allowance as available to Grade I officers, free medical treatment and passages for himself, wife and children. I have so many other instances to show how these foreign experts get so much more than our people have a right to expect, and this is because our country continues to be an EL Dorado as far as these people are concerned. Let us, therefore, try to bring about elimination of inequalities which vulgarise life in our country, which waste the latent talent of our people, and which disable the proper functioning of the economic system. And that is why I say that this demand is very reasonable, is very modest. This is in complete conformity with the recommendations of the Pay Commission and the recommendations of the Taxation Enquiry Commission's report, and that is why in reason there can be no justification for Government to refuse to accept this resolution, and I am hoping almost against hope that the Minister will make an announcement which will satisfy the desire not only of Members of this House, but of large masses outside.

Shri Gadgil (Poona Central): I have nothing to say so far as the principle of reducing the difference between the minimum and the maximum of salary in this country is concerned. In fact, that was one of the aims of the Central Pay Commission that was appointed in 1946, of which I was one of the members. The question of pay structure and conditions of Government servants is a vast subject, and one year was taken in reporting on the same, after collecting every kind of data; and the whole pay structure was revised and the time scales were revised. The relevant questions with respect to recruitment and retirement were also gone into and certain recommendations were made. Even after a lapse of nine years there is still some scope for adjusting the present state

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of affairs in certain departments with the recommendations of the Pay Commission. Once we appoint a pay commission, then, not only this particular question of minimum and maximum will be under discussion, but the entire problem beginning with recruitment and ending with retirement will be within the purview of that commission. There are certain definite things which one has to keep in mind while considering this question; firstly, that the Government servants should not be a privileged class and, secondly, that what they get, whether by way of minimum or maximum, must have some relation to what is available outside Government service. The Government that was there at the time the Pay Commission was appointed was a different Government; the entire character of that Government was different from what it is today. But certain circumstances, social and economic, still persist and so long as we cannot deal with them in a substantial and effective manner, the mere appointment of a pay commission with only this much by way of reference will not meet the situation. If Government is to run and if efficiency is our goal, then we must attract the proper type of persons to Government service. Experience has shown that if there is no control in the field outside Government service, that is, in the sphere of private enterprise where any amount is paid, then, whatever Government may lay down by way of directions for the minimum and maximum will not have the requisite effect. Therefore, the mere appointment of a pay commission for the purpose specified in this resolution will not be enough.

Let me state briefly what was done by the Central Pay Commission. Before 1946, the lowest salary was Rs. 15, namely, that of the peon, and the highest salary was Rs. 4,000, namely, that of the secretary. That means, the difference was of the order of 266 times, without deduction of income-tax. What was suggested by the Central Pay Commission was that the lowest basic salary of the peon or rather the class IV servants—because the Government servants were classified into four categories, namely, class I, class II, class III and class IV—was raised to Rs. 30; and so far as the highest services, namely, the Indian Administrative Service, the Indian Police Service, the Indian Audit and Accounts Service and other all-India services were concerned the highest pay fixed was Rs. 1,800/-. But certain exceptions were made in the case of joint secretaries and secretaries, whose number at that time was nearabout 98. I do not know what is the number of officers in the Central Government drawing more than Rs. 3,000 at present. The position then was that about 98 persons were drawing more than Rs. 3,000. So the Pay Commission recommended that the maximum which an entrant into the Indian Administrative Service or any other all-India service should get was Rs. 1,800 except in respect of some seventy or eighty places where joint secretaries and secretaries are concerned; in the case of the joint secretary it was suggested that the maximum should be Rs. 2,500 and that of the secretary Rs. 3,000. Thus, one will see that the difference was reduced from 226 times to nearly 60 times.

Shri A. M. Thomas: But virtually there was no reduction.

Shri Gadgil: Further reduction was achieved by one of the suggestions of the Central Pay Commission. In England, when the Tomlington Commission submitted their report, they stated that it was impossible to lay down for any length of time what should be the pay scale because prices were not stabilised and were not likely to be stabilised in the immediate future. Therefore, their approach was that there should be a basic pay and there should be a system of dearness allowance whereby the rise in prices should be neutralised to the extent of 80 per cent in some cases and to the extent of 60 per cent in some other cases, the higher the salary the lesser being

he neutralisation. So, the Pay Commission here also recommended a system of dearness allowance and it tagged it with the prevalent index of prices. If we take that into consideration, the class IV servant is today getting roundabout Rs. 60 or Rs. 65 and the highest man is getting Rs. 4,000. But there is no dearness allowance beyond the salary of Rs. 1,000. That has still reduced the difference between the minimum and the maximum. What I suggest is that unless there is a further stabilisation of prices, and further economic stability, the reopening of this question in the form suggested will not be advisable. But I am at one with the idea that this difference should be reduced further. I am, therefore, suggesting that so far as people who are getting less are concerned, they should have more facilities in the matter of housing, medical attention, education of their children etc. Now, if these people are provided with these facilities and those who are getting higher salaries do not have these benefits, then the difference will be considerably lessened.

I remember, a few months ago, at Avadi there was a suggestion that no person should get more than what the Prime Minister of India does. That was a suggestion which was unworkable because the office of the Prime Minister is a political office whereas the officers or servants whose cases we were considering are permanently in office. I then suggested that the difference between the minimum and the maximum should be roundabout twenty times. That can be achieved if we consider not merely the monthly wages but the real wages calculated in terms of the social services made available to them. In between 1946 and the present period, real hardship was experienced by the people who were drawing less because while the basic pay was raised, the dearness allowance varied from time to time and the hardships were felt when people retired. That was the reason why Government were pleased to appoint a committee of which I was the chairman. We recommended in that Committee that up to the salary of Rs. 750, fifty per cent of the dearness allowance should be assimilated with the basic pay. The result was that whenever a person retired after the particular date, half the dearness allowance was added to his pension and that resulted in giving great relief to him in the matter of retirement benefit.

My submission, therefore, is this. We should proceed to tackle the question on all fronts and not merely in the Government sector. If we fix the minimum and the maximum only so far as Government service or semi-Government service is concerned but leave the other field entirely free, then we will not get the type of officers or even clerks that we want. Just as we are pressing for the fixing of a ceiling on income in the Government sector, likewise, we must also see, and I think I have made that suggestion in the course of the budget debate this year,—that even in the private sector there must be a limitation on the earning, not a limitation on the earnings by way of dividends, this that and the other, but even in the matter of salary or wages or whatever it is. If something is done in that direction, then there will evolve gradually a pattern in which there will be more of equality. And that equality will be far more enduring because it will be the resultant of a well-planned action and not merely something which may be available today but which may not be available tomorrow if competition continues.

4 P.M.

My suggestion, therefore, is that this Resolution, as it is only recommending in regard to a particular section with a specific reference is not the happiest in the circumstances. At the same time, the spirit of the Resolution should be perfectly acceptable to the Government and the Government should think in what way

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before the economic situation stabilises further, they can take action. Only when the prices are stabilised further, should they consider the appointment of a Commission of that type. Otherwise, it is difficult to know where one stands. Now this is a thing which really creates expectation and a man who had joined, say, in 1946 or thereafter, must have joined it taking into consideration what will be his prospects if he enters Government service, what promotion he will be able to secure, and at what age, and also when he retires what will be his retiring benefits. If there is a sudden change, there is frustration of expectation and I do not think it is all to the good from a national point of view.

Shri Kamath: Did he also expect the present prices?

Shri Gadgil: The question of incentive even in a socialist society is not altogether a matter which can be dispensed with. But that incentive must function within a certain framework of economic objective. That is the reason why I am suggesting that those who are getting less today should be getting more not in monetary terms, but in terms of real wages, namely, better housing at cheaper rates, more medical help and educational facilities that will just give the result which many of us have in mind.

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): I have heard with great interest the viewpoints expressed by the Members in the debate. I must say at the outset that the Government have considerable sympathy with the viewpoints that lie behind the Resolution that has been moved, that the great and large disparities of incomes must be avoided and the standards of income of the lowest strata must be raised. The Government have considerable sympathy with these viewpoints. But I am afraid, Government cannot agree that the appointment of such a Commission will solve this problem. Nor can we agree that this is a right approach to solve the problem.

An Hon. Member: What is your approach?

Shri M. C. Shah: The House is well aware that the Central Pay Commission was appointed in 1946. They have taken great pains to come to certain decisions, to recommend a certain pay structure, and they reported in January, 1947. Government then accepted all those recommendations except only two recommendations, namely, with regard to the special facilities of education to be given to the Government employees and some dearness allowance to pensioners. By accepting all those recommendations, Government then accepted the responsibility of increasing the expenditure to the extent of Rs. 30 crores. The Pay Commission had gone with great care into the whole question of the rationalisation of service terms, the duties that they have to perform and what wage they should get according to the cost of living then prevailing. At that time the cost of living index was about 285. They recommended that Rs. 30/- should be the minimum pay and Rs. 25/- should be the dearness allowance, that is, Rs. 55/- in all; and later on at certain points additional dearness allowance was to be paid. The Government accepted all those recommendations. If we see the conditions that prevailed before 1946, say, from 1939 to 1946, the disparity was, as was explained by my friend, Shri Gadgil, about 1 to 300. The average lowest pay was about Rs. 12/- and the highest pay was about Rs. 4,000 and when income-tax was deducted from that Rs. 4,000/-, it came to about Rs. 3,300/-. So the disparity was about 1 to 280 or so. After the Pay Commission's recommendations and the acceptance of these recommendations by the Central Government, the disparity has gone down to 1 to 30-31. Today the minimum pay is Rs. 70/-. As my friend, Shri Gadgil, has said, when the expectation of the Pay Commission about the cost of living com-

ing down was far away, the Gadgil Committee was appointed. It recommended that 50 per cent of the dearness allowance should be added to the basic pay and the remaining may continue as dearness allowance. So even without considering the other allowances, viz., house rent allowance and compensatory allowance, Rs. 70/- is the pay that is being given to Class IV employees, and the highest pay is Rs. 3000/-. If you deduct income-tax from Rs. 3,000/-, it will come to about Rs. 2,200/-, according to the present pay scales. So the disparity comes to 1 to 31 or so. Now the resolution not only refers to the Central Government employees, but it includes the State Government employees, it includes the private sector, it includes the wage earners in so many other industries, agriculture and all those things. It is a very comprehensive examination to be conducted in the country, and it is to be seen whether it is feasible to have such a new Pay Commission which can solve this problem. If we take the Central Government employees alone and if we take into consideration the amendments that have been moved—one amendment says that the ratio should be 1 to 15; another amendment says that it should be 1 to 10, another one says that the maximum should be Rs. 1,000/-, and the amendment of my friend Shri Kamath is to the effect that the minimum should be Rs. 100/- what will be the result? Let us understand it. Today, perhaps the House may be aware, there are about 15 lakh Government employees. I am speaking only about the Central Government employees. The number of the Central Government employees drawing over Rs. 3,000/- per month is 57; the number of those drawing over Rs. 2,000/- and upto Rs. 3,000/- is 383; the number of those drawing between Rs. 1,500/- and 2,000/- is 497; the number drawing between Rs. 751/- and Rs. 1,500/- is 3260; the number drawing between Rs. 201/- and Rs. 750/- is 50,215: the number drawing between Rs. 101/- and Rs. 200/- is 1,56,476; the number drawing between Rs. 51 and Rs. 100/- is 4,20,839 and that drawing Rs. 50/- and below is 8,14, 995. So if you take those Central Government employees drawing above Rs. 1,000/-, there are about 2,500 employees. Now, it has been said that the pay of the higher grades may be reduced to Rs. 1,000/- and the saving may be paid to low-paid staff. What will be the result? On the basis of this 2,500, the saving will be about Rs. 15 lakhs per month maximum—perhaps it may be less than that. If you take the whole year, it may come to round about Rs. 180 lakhs. If they are distributed among all those rest, deducting 2,500 from those 15 lakhs of people, then the average will be about Re. 1/- per month for each employees. So this is not feasible.

There is another argument advanced that, without touching the scales of pay of people about Rs. 1,000, we might just raise the pay by about Rs. 30. That has been advocated by my hon. friend Mr. Kamath and other hon. Members. What will it come to? If you look at the figures, you will see it will come to about Rs. 28 crores more a year.

Shri N. B. Chowdhury: That is little when you are spending thousands of crores.

Shri M. C. Shah: If we have to raise the pay scales by just Rs. 30, that is to reach a minimum of Rs. 100, we will have to raise some other grades which go up to Rs. 250. That means a few more crores. Now, is it possible for us at this stage to find that money in order to increase the pay scales?

As a matter of fact, as one of the hon. Members has already referred to the pay scales also must have some relation to the national income. What is the national income per capita? If we just see that, in 1951-52, it was about Rs. 274.5, then in 1952-53, it was about Rs. 267·4. In the provisional figures for 1953-54, it is Rs. 283.9. If you take four members to a family, it may come to about Rs. 1,150 or so. If we take that factor into consideration then the pay scales that are granted by the Central Government

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are not unduly low. At the same time, we are now on the eve of the Second Five Year Plan. We want to develop the country; we want to spend more than Rs. 5,000 crores to raise the national income by about 25 per cent. It is up to us just to pool all that we can save, all our resources together to make that Second Five Year Plan a success. So, we have to view this question in this aspect also and, therefore, it becomes rather very difficult to agree to this minimum of Rs. 100 at this moment. At the same time, when the standard of living of all the citizens of India will go up, that will be reflected in the case of these lowly paid staff also. I agree with my hon. friend Mr. Gadgil that pay does not mean only cash. As has been accepted by my friend the Mover of the Resolution, it many mean other facilities. The Government today are very keen to see that more and more facilities are given to these lowly paid staff in the nature of cheap housing, medical facilities and other facilities. We are paying them compensatory allowance, city allowance, hill allowance etc., and all these are to be considered as pay. Therefore it becomes very difficult today even if we take the Central Government's employees only into consideration to accept the suggestion that the minimum should be Rs. 100.

The question comes about the States also. Today the employees of the State Governments are paid lower salaries than what the Central Government employees get. As a matter of fact, we have received complaints from the State Governments that we raise our pay structures and they are affected. They say they cannot pay that much of pay-scales to their employees and there is always discontent. Whenever in a State there is a central office and nearby there is a State office, there is disparity in the scales of pay and they always say that there is discontent. They want to raise their pay-scales by getting subsidies from the Central Government. It is a question whether the Central Government can give subsides to raise the pay-scales of the State Governments. Certain State Governments have already appointed committees to go into the pay structure.

Some hon. Members had raised the question that school teachers are paid low rates of pay. There is no doubt about it. But the Education Ministry had calculated what will be the expenditure if the pay-scales are raised to the minimum of Rs. 100. That will be about Rs. 74 crores as against Rs. 36 crores spent in 1951-52. It is very difficult to tackle that now.

When we come to the private sector, we see that at the top level people are paid very high salaries. There is this difference always in the private sector. In the private sector there is always insecurity of tenure of service. One has to adapt oneself to the whims of the institution he serves or the whims of the managing people. Only at the top level there are certain high pay-scales. But how can we crub them? Is it feasible just now, when we are trying to develop the whole country industrially and otherwise? We have to take a realistic view of the whole problem. The moment we raise the standard of living by raising the *per capita* national income, that will be reflected in the pay scales, as I said. At the same time, I do not mean to say that the question of raising or bettering the lot of the lowly paid staff should be ruled out. That question is always before the Government and Government always looks into that question, and tries to solve the problem as much as possible. Therefore, the resolution that has been moved is rather not a practicable one, not a right approach. I would rather appeal to the Move to withdraw the resolution (*Interruption*).

Something has been said about the socialistic pattern of society. About the disparity of incomes, this cannot be solved by legislation or by fixing maximum or minimum. That can be done by fiscal measures. As a matter of fact, we have taken so many fiscal measures, one after the other, to bring about a really socialistic pattern of

society. We have already enacted the Estate Duty Act. We have raised the income-tax rates and now the Company Law Bill is there where we are just controlling the remuneration paid to the managing directors, managing agents etc. At the time of the Budget, the income-tax proposals showed that the rates of income-tax go higher and higher as we go up. Up to Rs. 4,200 there is nothing, but above that it ranges from 1.8 per cent to 87.4 per cent. So in order to bring down the disparity and to bridge the gulf, fiscal measures will be absolutely necessary and Government are taking all possible steps in that direction. I can assure the House that in each step it takes, the Government has this in view namely, whether it will lead to or bring about the socialistic structure of society which has been accepted as the goal of India by the Avadi resolution of the Congress and accepted by the Parliament and by the Government.

Therefore the appointment of a new Pay Commission will not solve the problem at all. That is my candid and frank view. The Government also feels that this is not the correct approach and, therefore, I would urge the hon. Members to take a realistic view, and not raise unnecessary expectations, because these are the financial implications. As I said, if only the Central Government employees' basic pay is increased to Rs. 100, it will mean about Rs. 28 crores. If you take the question of teachers all over the country it will mean about Rs. 38 crores more. If you take the question of States and local bodies then it will be still more. That will mean a few crores. If we take into account all these things it may be that about Rs. 100 crores will be required. Are we in a position to spare this Rs. 100 crores at this moment. Will it not be wise to spend this amount on developmental expenditure? Or is it wise to spend this amount this way? We should conserve all these resources for the successful implementation of the Second Five Year Plan in order to raise the standard of living of the citizens of India. Therefore, I submit that we should view this question from this point of view having in mind the *per capita* income of the entire country. We should not press for this resolution at this moment.

Organised labour can just get what they want by negotiations or adjudication. About sweated labour, we have got some legislation—the Minimum Wages Act, etc.—and it is applicable to certain persons. About others also we are taking action to see that they get proper wages. Viewed from all these points, it will be clear to the hon. Member and this House that it is not a practical proposition to accept the resolution that has been moved by my friend, Shri D. C. Sharma, and I appeal to him to withdraw this resolution. I assure him and the House that the interests of the low paid staff are always before the Government and they would always try to see that their lot was bettered in all possible ways.

So far as housing is concerned, I may inform him that we are taking steps to provide houses to nearly eighty per cent of the clerical and other low paid staff. About medical facilities also, there is the Contributory Health Service Scheme which has been introduced, by which all the persons will get medical help. We have already done something to liberalise the pension benefits. Certain measures are also there about liberalisation of leave, and in so many other ways we are trying to better the lot of all these employees. It will be our earnest effort always to see that the lot of the low paid staff is bettered as much as possible.

So far as the highly paid are concerned, as I have said earlier, 57 is the number who are getting more than Rs. 3,000 because there are certain categories of persons who are entitled to get Rs. 4,000. Under the new scheme, for the head of the department we have agreed to the scale of Rs. 1800-2000. Post-1931 entrants will get only Rs. 2,250 for joint Secretaries

[Shri M. C. Shah]

as had been recommended by the Pay Commission. Our effort is to minimise the posts which get more than Rs. 3,000. But, at the same time, we must bear in mind one important factor—that we are spending crores of rupees on development, for which certain experts are required. By the end of the First Five Year Plan, we may have spent about Rs. 2,100 crores and we propose to spend about Rs. 5,000 crores in the next. Therefore, we will require certain people who will have to be paid some high pay.

A point was raised by an hon. Member about foreign technicians; now and then this point is raised. If it becomes absolutely necessary to have some foreign expert in order to develop the industry in our country, and if we have to pay him some high salary, we should not grudge because that industry will be in the best interests of the country, and only when it becomes absolutely necessary and we cannot do without a certain foreign expert we have to accept certain terms. So, I think the House will not be carried away by certain observations made by certain hon. friends on the opposite side that we are paying too high rates of pay to these foreign experts. Therefore, I do not think there is any justification for that. If we want to develop our country, then certainly we have to pay some price which is very little compared to the development of the entire country. Therefore, I will appeal to the hon. Member who has moved this resolution and the hon. Members who have moved amendments, to withdraw them in view of what I have stated and what I have tried to explain.

Shri N. B. Chowdhury: The hon. Minister has stated that some officials have got to draw high salaries and it is necessary to pay them at that rate in view of the thousands of rupees which will be spent in connection with the Second Five Year Plan. May I ask whether the low paid employees like clerks and others who are not getting even Rs. 100/- are also not going to do material work—I include the workers also—in connection with the implementation of the Second Five Year Plan. Is it not necessary that they should also be paid at the rate of Rs. 100 at least in order that the Plan may be made a success?

Shri M. C. Shah: I have already explained that the *per capita* income will be raised and the standard of living will be raised and these will be reflected in the pay structure of the low paid staff. What I stated was that when we develop our country, and have to create certain posts for certain heavy industries etc., is it not wise to pay something more to get the right type of men for the specialised jobs? No doubt we have to pay about Rs. 4,000 to certain ex-Secretary of State Service people and to certain pre-1931 entrants.

Shri Kamath: May I point out a news item which refers to Government's intention to appoint a wages commission? Is it correct or not?

Shri M. C. Shah: That refers to the Ministry of Labour; perhaps my hon. friend, Shri Kamath will address a question to the Labour Minister (*Interruption*).

Mr. Chairman: Order, order. He is not responsible for labour.

Shri S. S. More: Is it not a matter of collective responsibility?

Mr. Chairman: There is no question of collective responsibility in this. The hon. Members are now putting questions on labour.

Shri V. P. Nayar: (Chirayinkil): On a point of order, Sir.

Mr. Chairman: First let us finish this point. This question should be addressed to the Labour Minister and not to Shri M. C. Shah.

Shri S. S. More: May I make a submission? On important occasions, all the Ministers are not present. When a particular business is taken up all relevant questions must be addressed

to the Minister who is in charge of the department and then it will be perfectly all right.

Shri M. C. Shah: I cannot reply to that question; the papers are not with me. (*Interruptions*).

Mr. Chairman: Order, order. These are extraneous matters.

Shrimati Sucheta Kripalani: The hon Minister appealed to us to be realistic and withdraw the resolution demanding the appointment of a commission. May I also appeal to him to be realistic above the purchasing power of Rs. 30 and Rs. 55 the basic pay of III & IV category Government employees.

Mr. Chairman: I am calling Shri D. C. Sharma; I will request him to finish within fifteen minutes.

Shri D. C. Sharma (Hoshiarpur): I thank all the hon. Members.....

An Hon. Member: Including the Minister?

Shri V. P. Nayar: Except the Minister.

Shri D. C. Sharma: I thank all the hon. Members who have supported my resolution. I must say that the amendments which have been put forward are clarifications of that resolution and they fully support my resolution in the spirit. I have been able to understand everybody who have spoken on this question but there are two persons whom I have not been able to understand.

There was an hon. gentleman who said that the pay of these persons who are not paid adequately should be supplemented. I do not call them low paid or anything like that; such things do not befit me or anybody. He said that the people whose pays were not very adequate should be given certain advantages in the domain of social welfare. They should get cheap houses. They should get medical help and other privileges; some allowance for the children's education should be given. I never said that they should not be given these things. In fact in my opening speech I said that by pay I meant so many things. In fact I referred to the Pay Commission's report in which it is said that pay includes allowances etc. and I listed all the allowances that were given in the Pay Commission's report. I do not want to say that they should only be given a higher salary than before and that they should be deprived of the privileges which are given in a welfare State. I never said that, but I do not see any reason why a person should be averse to the enhancement of the pay of an employee, but should come forward and say that the employees should have certain allowances.

An Hon. Member: Who said that?

Shri D. C. Sharma: I do not want to mention names, but the differences may be hypothetical or may be theoretical. What I said was that pay includes not only salary but also allowances and, therefore, you have got to do something to level up the salaries of the persons who belong to so many departments. It has been said that it is a very complicated question. We, the Members of Parliament, are here to solve complicated questions.

Shri Kamath: And Government will solve simple questions!

Shri D. C. Sharma: We have not come here to solve simple questions. It is because the question is complicated, that I want a Pay Commission. If it had been a simple question, I would have put down my own formula which would meet the point. But this is a complicated question, and, therefore, I want a Pay Commission. It has been said that I have not adopted the right approach. I do not know what 'right approach' means. I think I have adopted the very right approach.....

Shrimati Sucheta Kripalani: That is very right.

Shri D. C. Sharma: Because I have drawn the attention of this House to the disparities that exist, I think I have adopted the right approach. If drawing the attention of the House to the disparity is not the right approach, I do not know what else is the right approach.

The Minister of Defence Organisation (Shri Tyagi): They consider the 'Leftist' approach to be the right approach.

Shri D. C. Sharma: I do not know what is 'Leftist' approach and what is 'Rightist' approach.....

Shri Kamath: 'Rightist' is wrong!

Shri D. C. Sharma: I have made an approach which is in keeping with the Directive Principles of our Constitution, which is in keeping with the resolution of the Congress as my friend over there said, which is in keeping with the spirit of the new pattern of society that we are going to build up. If these things do not constitute the right approach, I do not know what the right approach means.

Again, I must say in all humility that we are in an adventure—the adventure of re-thinking the problems. We are all doing that. We have appointed the States Reorganisation Commission. Why have you done that? Why did you not say that the old boundaries of States should continue as before? We have done this because we want to re-think the problem. We have appointed the Law Commission. Why have you done that? Perhaps the Indian Penal Code could have existed for some more years, but we want to re-think that problem. We have appointed the Hindi Commission. We are appointing so many Commissions. We have had a Taxation Inquiry Commission. So, in India at this time a great deal of thinking is being done on all those problems which affect the country and the nation and I do not see any reason why we should not do some re-thinking on this problem too.

One hon. Member thought that he was speaking against my resolution, but really he was supporting me. He said that before the Pay Commission of 1946, the disparity between the lowest salary and the highest salary used to be 1 to 300. Then the Pay Commission was appointed in 1946 and the disparity was 1 to 80. I now say: "Reduce the disparity still further." If you want to do this in a scientific manner, the only way is to have a Pay Commission and in that case I am sure all these questions will be solved and all these difficulties will be removed. It has been said—I think I am quoting the hon. Member correctly—that it will cost Rs. 100 crores every year. It may be so, but I may tell you that we have got to tap new sources of revenue. We have got to find out new sources of income. What are those sources of income? There are so many evaders of income-tax in India at this time.

Dr. Rama Rao (Kakinada): Let your next resolution be on that.

Shri D. C. Sharma: Everybody knows and we all know them, but we are helpless in finding out those income-tax dodgers. There are so many persons in this country who do not pay the income-tax which they ought to. They are always trying to short-circuit the Income-tax Department. Why do we not try to see that we get as much income-tax from them as it is necessary? I will not be giving away any secret if I tell the House that people have already found out ways of dodging the Estate Duty Act. They have found out ways.....

Shri S. S. More: Do they refuse to die?

Shri D. C. Sharma: Why cannot we do something in this matter?

Mr. Deputy-Speaker: From death, I suppose.

Shri D. C. Sharma: Some persons can even dodge that. Those persons cannot dodge their death, but they are able to dodge their death duties. That is a very simple thing. Why is

our national income not increasing? I do not see any reason why all the persons in our country should not be participators in the joy of the enhancement of our national income.

Shri Kamath: The Second Five Year Plan is in the offing.

Shri D. C. Sharma: We should all do that and this joy should be spread evenly over all classes of our society—over the lowest paid people if I can call them as such, and over the highest paid.

Again there are certain persons who are drawing pensions. The Rajpramukhs are drawing very good pensions. Why do not they follow the example of our President who has surrendered his salary? If you apply your mind to the problem of finding funds, I think our Ministry of Finance would not be in such a great difficulty, but it is not being done in that way.

It has been said that some States have appointed Pay Commissions and that the salaries of teachers have been enhanced. Certain persons have received better salaries than before. My approach is that instead of doing this thing piecemeal, in an unscientific way and in a way which may leave certain ugly gaps here and there, we should do it in a scientific and studied manner, based upon facts and figures. We should take the overall picture into account and arrive at the results. I know teachers have been given a better deal in some States. I know about Bihar where the teachers, who did not get adequate pay, threatened some kind of action and the Chief Minister of that State was so good as to say that the salaries of those persons should be increased, and it cost the State Rs. 12,00,000 a year. It is being done. But my point is that this should be done in a way which does not create in this country good States and other types of States, for in some States you may have one kind of wages and in another State you may have another kind of wages. I do not want that. Therefore, we should have a comprehensive approach to this problem and that can be done by the Pay Commission.

I read in the papers this morning that a gentleman had come from Pakistan to find his buried treasure in a city in the Punjab. He was able to take about Rs. 30,000 from that buried treasure which was there. I read about it in the papers this morning. It is not only treasures that belong to people who had gone to Pakistan, but there are other things also. In India there are so many buried treasures and I think, if we could try to ascertain them, it will be possible for us to raise our economic position. I would, therefore, say that all these things need the appointment of a Pay Commission. It was said that a Pay Commission can be appointed only when you have economic stability. I think that India is at this time passing through a phase of economic stability. Our country is stable economically and if a gentleman says that India is not at this time economically stable I would say that he is saying something which very few people understand. India is stable economically and financially. We are forging ahead in every sense of the word and I do not think there is much economic instability. I think that one way of promoting economic stability, which is already there, is this: that the disparity in the salaries of persons should be levelled. The disparity should be abolished. We do want money for our Second Five Year Plan. Who denies that? But, if you increase the purchasing power of the people don't you think that you will be able to enable them to buy more goods? After all, we are going to lay emphasis on consumer goods in our Second Five Year Plan. If people are to buy consumer goods they must have money for that. You can give money to the people only if you enhance the purchasing power and to enhance the purchasing power you should increase the rates of salary. Therefore, I should say that by abolishing the disparity in the salaries existing in this country you are helping—not indirectly, but directly,—the fulfilment of the

[Shri D. C. Sharma]

objectives of the Second Five Year Plan. I, therefore, say that I commend this resolution to the House. I do not know what the mandate of my party would be.....

Shri Kamath: No mandate.

Shri D. C. Sharma:.....but I think this resolution would be considered sympathetically and scientifically. If this is done I think this would do a lot of good to our country. With these words I commend this resolution to the House.

Dr. Suresh Chandra (Aurangabad): May I ask the hon. Member for information as to what is his answer to the objections which have been raised by the hon. Minister? He has not mentioned that.

Shri T. B. Vittal Rao: He is not here.

Shri Tyagi: He does not disagree.

Shri D. C. Sharma: I think I have referred to all the objections which have been put forward by the hon. Minister. The only thing I have done is this, that I have not mentioned his name.

Mr. Deputy-Speaker: The hon. Member's reply is very comprehensive. Now, I shall put the amendments to the vote of the House unless any hon. Member wants to withdraw and he has leave of the House to withdraw the same.

Shri Bogawat (Ahmednagar South): I beg leave of the House to withdraw my amendment.

The amendment was, by leave, withdrawn.

Mr. Deputy-Speaker: Now I would put the amendment of Shri Sinhasan Singh.

The question is:

"That in the resolution, *for* the words 'the highest salary and the lowest salary is reduced to the minimum' *substitute* 'the highest and lowest salaries be reduced to the ratio of 15 to 1'."

The motion was negatived.

Mr. Deputy-Speaker: Now, the amendment of Shri N. B. Chowdhury.

The question is:

"That in the resolution, *for* the words 'the highest salary and the lowest salary is reduced to the minimum' *substitute* 'the highest and lowest, salaries be reduced to the ratio of 10 to 1'."

The motion was negatived.

Mr. Deputy-Speaker: Now Shri Kamath's amendment.

The question is:

"That at the end of the resolution the following be added:

'and this House is further of the opinion that the minimum wage of an employee in the private as well as public sector should be one hundred rupees per month in terms of present prices'."

Those in favour may say "Aye".

Some Hon. Members: Aye.

Mr. Deputy-Speaker: Those against may say "No".

Several Hon. Members: No.

Mr. Deputy-Speaker: The "Noes" have it.

Some Hon. Members: No, the "Ayes" have it.

Mr. Deputy-Speaker: Those hon. Members who are in favour of this amendment may stand up in their seats.

Including Shrimati Sucheta Kripalani there are 24 Members.

Now, those who are against this amendment may stand in their seats. I see a large number.

So by an overwhelming majority the amendment is lost.

Shri Kamath: I ask for division, Sir.

Mr. Deputy-Speaker: I have counted more than 32 and I say the amendment is lost by an overwhelming majority.

Shri Kamath: I want that the names of hon. Members who are for and against be recorded.

Mr. Deputy-Speaker: The name of Shri Kamath in whose name the amendment stands is recorded. The amendment is negatived.

The motion was negatived.

Mr. Deputy-Speaker: The question is:

"That at the end of the resolution the following be added:

'by fixing a minimum of Rs. 100/- and a maximum of Rs. 1000/-'."

Those in favour may say "Aye".

Some Hon. Members: Aye.

Mr. Deputy-Speaker: Those against may say "No".

Several Hon. Members: No.

Mr. Deputy-Speaker: The "Noes" have it.

Some Hon. Members: No, the "Ayes" have it.

Mr. Deputy-Speaker: It means the same thing. I will again ask hon. Members to stand up. The number in favour is small. The amendment is negatived.

The motion was negatived.

Mr. Deputy-Speaker: Now, I will put the original resolution to the vote of the House.

Shri D. C. Sharma: Sir, I withdraw my resolution.

Mr. Deputy-Speaker: The hon. Member when once he has introduced a resolution is not free to withdraw it as he pleases. The hon. Member must make a motion: "I beg leave of the House to withdraw my resolution".

Shri D. C. Sharma: Sir, in view of the assurances that have been given...

Shri Kamath: What assurance? There was no assurance given.

Shri D. C. Sharma: .....I beg leave of the House to withdraw my resolution.

Mr. Deputy-Speaker: Has the hon. Member leave of the House to withdraw his resolution?

Several Hon. Members: Yes.

Some Hon. Members: No.

Mr. Deputy-Speaker: The only thing that I should do now is to put the resolution straight to the vote of the House.

The question is:

"This House is of opinion that a Pay Commission should be appointed to go into the question of the pay structure of the country so that the disparity between the highest salary and the lowest salary is reduced to the minimum."

The Lok Sabha divided: Ayes, 27: Noes, 69

Division No. 1] **AYES** **[4-50 p.m.**

Chatterjee, Shri Tushar
Chowdary, Shri C. R.
Chowdhury, Shri N. B.
Das, Shri B. C.
Das, Shri Sarangadhar
Deshpande, Shri V. G.
Gopalan, Shri A. K.
Gupta, Shri Sadhan
Gurupadaswamy, Shri M.

Kamath, Shri
Kripalani, Acharya
Kripalani, Shrimati Sucheta
Mascarene, Kumari Annie
Mehta, Shri Asoka
More, Shri S. S.
Mukerjee, Shri H. N.
Muniswamy, Shri N. R.
Nayar, Shri V. P.

Randaman Singh, Shri
Rao, Dr. Rama
Rao, Shri P. R.
Rao, Shri P. Subba
Rao Shri T. B. Vittal
Reddi, Shri Eswara
Rishang Keishing, Shri
Singh, Shri R. N.
Veeraswamy, Shri

NOES

Achuthan, Shri	Heda, Shri	Prabhakar, Shri Naval
Agarwal, Shri H. L.	Hembrom, Shri	Raghuramaiah, Shri
Bhakt Darshan, Shri	Hyder Husein, Ch.	Ram Subhag Singh, Dr.
Bhargava, Pandit M. B.	Jajware, Shri	Ramanand Shastri, Swami
Bhargava, Pandit Thakur Das	Jena, Shri Niranjan	Ramaswamy, Shri P.
Bhatt, Shri C.	Kajrolkar, Shri	Rane, Shri
Bogawat, Shri	Karmarkar, Shri	Reddi, Shri Ramachandra
Borkar, Shrimati Anusayabai	Kasliwal, Shri	Sahu, Shri Rameshwar
Boroosh, Shri	Khongmen Shrimati	Samanta, Shri S. C.
Bose, Shri P. C.	Krishna Chandra, Shri	Sanganna, Shri
Brajeshwar Prasad, Shri	Lingam, Shri N.M.	Sarmah, Shri Debeswar
Chandrasekhar, Shrimati	Majhi, Shri R. C.	Sen, Shri P. G.
Cherak, Th. Lakshmon Singh	Malliah, Shri U. S.	Singh, Shri T. N.
Chatterjee, Dr. Suniti Kumar	Mandal, Dr. P.	Sinha, Shri Jhulan
Chaturvedi, Shri	Mathew, Shri	Somana, Shri N.
Chavda, Shri	Misra, Shri B. N.	Suresh Chandra, Dr.
Choudhuri, Shri M. Shaffee	Misra, Shri R. D.	Tek Chand, Shri
Das, Shri B. K.	Morarka, Shri	Thimmaiah, Shri
Deb, Shri S. C.	Natarajan, Shri	Thomas, Shri A. M.
Deshpande, Shri G. H.	Nehru, Shrimati Shivrajvati.	Tiwary, Pandit D. N.
Dube, Shri Mulchand	Nevatia, Shri	Tyagi, Shri
Dubey, Shri R. G.	Patil, Shri Kanavade	Varma, Shri B. B.
Gandhi, Shri Feroze		Zaidi, Col.
Guha, Shri A. C.		

The motion was negatived.

STATE MONOPOLY OF FOREIGN TRADE

Shri A. K. Gopalan (Cannanore): I beg to move:

> "This House is of opinion that in order to implement successfully the Second Five Year Plan Government should immediately enforce State monopoly of foreign trade in commodities like jute, hides and skins, coconut, pepper, tea, cotton, rubber, manganese, mica, coal and other metallic ores".

Mr. Deputy-Speaker: Resolution moved:

> "This House is of opinion that in order to implement successfully the Second Five Year Plan Government should immediately enforce State monopoly of foreign trade in commodities like jute, hides and skins, coconut, peper, tea, cotton, rubber, manganese, mica, coal and other metallic ores".

5 P.M.

It is now 5 o'clock. The hon. Member will continue his speech on the next occasion.

The Lok Sabha then adjourned till Eleven of the Clock on Saturday, the 13th August, 1955.